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ABSTRACT

A hearing was held to consider H.R. 3660, the Act for Better Child Care Services. The Act authorizes $2.5 billion for a voluntary program of matching grants to states to assist low- and moderate-income families with their child care costs. Funding is also allotted for related activities designed to promote the availability, affordability, and quality of child care services. Testimony provides a rationale for the Act, and articulates desired changes in the Bill. Organizations supporting the proposed legislation include the Children's Defense Fund, AFL-CIO, National Education Association, National Council of Churches, American Academy of Pediatrics, Association of Junior Leagues, American Federation of State, County and Municipal Employees, National Council of State Human Service Administrators, National Black Child Development Institute, Communications Workers of America, National League of Cities, National Council of Jewish Women, United Methodist Church, Young Women's Christian Association, National Council of Negro Women, Child Welfare League, National Women's Law Center, National Federation of Business and Professional Women's Clubs, American Association of University Women, Child Care Action Campaign, and American Jewish Committee. (RH)

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HEARING ON H.R. 3660, THE ACT FOR BETTER CHILD CARE SERVICE

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HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

ONE HUNDREDTH CONGRESS

SECOND SESSION

HEARING HELD IN WASHINGTON, DC, FEBRUARY 25, 1988

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H.R. 3660, THE ACT FOR BETTER CHILD CARE SERVICES

THURSDAY, FEBRUARY 25, 1988

House of Representatives,
Subcommittee on Human Resources,
Committee on Education and Labor,
Washington, DC.

The subcommittee met, pursuant to notice, at 10 a.m., in room 2175 Rayburn House Office Building, Hon. Dale E. Kildee (chairman of the subcommittee) presiding.

Members present: Representatives Kildee, Williams, Owens, Sawyer, Solarz, Tauke, Grandy, Hawkins, and Jeffords [ex officio].

Staff present: Susan Wilhelm, staff director; Damian Thorman, legislative associate; Carol Behrer, minority legislative associate; Don Baker, chief counsel; Margaret Kajeckas, clerk; Gail Perry, legislative associate; Maria Cuprill, staff director, Subcommittee on Select Education; Jeremy Rabinovitz, legislative associate; Judy Chapman, legislative associate; Bill Kamela, legislative associate; Jay Horstman, legislative associate; Mary Jane Fiske, senior legislative associate; and Joanne Welsh, staff assistant.

Mr. **Kildee**. Since in real life I was a school teacher, I am inclined to start hearings on time.

The Subcommittee on Human Resources convenes this morning for the first of several hearings on H.R. 3660, the Act for Better Child Care Services.

I am pleased to be joined in this effort by members of the Subcommittee on Select Education and the Subcommittee on Elementary, Secondary, and Vocational Education, which also have jurisdiction over the important issue of child care.

As economic necessity forces increasing numbers of mothers into the work force, the need for quality child care surfaces as one of the most serious problems confronting our Nation's families today. The Act for Better Child Care would lay the foundation for comprehensively addressing this need by providing Federal support for State efforts to ensure the availability of safe, affordable child care.

I am proud to say that a majority of the members of the Committee on Education and Labor are cosponsors of this critical legislation along with a third of the Senate and along with a third of the House.

It is estimated that almost four million children will be born in 1988. Each of these children will have been born into a very different society than we had just 15 years ago. Since 1966, the number of mothers in the work force has nearly doubled. Today, slightly more than half of all mothers with children under the age of six are in the work force. By the year 1995, that number will have increased to nearly two-thirds. An expanded child care system is needed to ensure that these children have a safe place to stay during the hours their parents are working.

ABC addresses a number of issues that are important to the provision of child care. Chief among these are the provisions that address the health and safety of our children. Recent press articles have sadly illustrated why this concern over health and safety is so important. Last week, the Chicago Tribune ran an article which pointed out the growing number of children being left unattended because their parents could not afford adequate child care. Eighteen-month-old Jessica McClure, whose day care provider was caring for nine small children, more than Texas law allowed, fell into an uncovered well because she was not receiving the supervision that she should have had.

Jessica got out alive. But frequently, we hear of children who have died because their day care arrangements were unsafe. One such case was ten-month-old Ashley Snead, whose Virginia family day care provider was convicted of poisoning her last July.

Short of these horror stories, we find child care that provides nothing for the child except perhaps to put them in front of a television set where no development takes place at all.

Under H.R. 3660, the Federal Government provides critically needed leadership and assistance while the States maintain the primary role for carrying out the programs. The Federal Government must work in partnership with State and local Governments if we are to be successful in developing a truly sound child care policy.

Equally important are the provisions ensuring a strong role for parents in the development of services as well as in determining the most appropriate kind of care for their own individual children. The Act for Better Child Care Services recognizes that the shortage of quality child care affects families of all income levels. For this reason, the legislation provides and supports efforts to increase the overall supply of child care through grants to recruit and establish new family day care homes and child care centers, expanded resource and referral programs to help all parents in need to locate quality child care and supports training to increase the skills of all child care providers.

If humanitarian interest is not enough to encourage our attention to the plight of so many of our children, then certainly enlightened self-interest should be. I know of no better way to build a strong Nation than to support services that support families.

A week ago, President Reagan asked for $10.6 billion for the space program, $2.4 billion over fiscal year 1988. Now, I am one who has always supported the space program. It is man's nature to explore, and the spinoff applications are enormous. But if I have to choose between the space program and the needs of our children, I am clearly going to come down on the side of our children. This is the whole question of priorities in the budget this year.

This bill asks for $2.5 billion, and I think children are a very, very high priority, and we can compete successfully in that budget process.

I look forward to our witnesses here today who will be helpful as we go through our deliberations on this very, very important bill.

I now yield to the ranking Republican member of the committee, Mr Tauke of Iowa.

Mr. **TAUKE**. Thank you, Mr. Chairman.

Mr. Chairman, I am pleased that this subcommittee is taking the lead in Congress to address the issue of child care, and I commend you for ensuring that that takes place. I share your concern, Mr. Chairman, about the care of America's children, and I hope that this subcommittee will help shape a sound Federal policy on child care.

There are two important factors that have led to the increase in the demand for child care in this country. The first is, of course, the lasting effects of the post-World War II baby boom. Baby boomers are now adults and are having their own children. This bulge in the population of childbearing-age Americans means more births even though fertility rates are still low. The result of the baby boomers having children is that since 1980 the number of preschoolers has increased, and if current fertility trends continue, by 1990 there will be 23 million preschoolers in this country, nearly as many as at the height of the baby boom. Similarly, the number of school-age children ages 6 to 13 declined until 1985, but since that time, increases are expected until 1995.

The second factor contributing to increased demand for child care is increased labor force participation of women and particularly of mothers. In 1985, nearly half of children under the age of six had mothers in the work force. That is, 10.5 million of the 21.6 million preschool-age children had mothers in the work force. Again, if current trends continue, it is projected that there will be 14.6 million preschool-age children with mothers in the work force by 1995. Similar increases are expected in the number of school-age children with mothers in the work force.

However, these general figures are somewhat misleading. According to analyses by Douglas Besharov of the American Enterprise Institute, only 41 percent of all mothers work full-time and the percentage varies widely depending on marital status, welfare status, and the number of children.

For example, of married mothers with children under six, only 33 percent work full-time and only 23 percent work full-time year-round. Divorced mothers work more than others, however; 63 percent of divorced mothers work full-time. Of divorced mothers with children under six, 50 percent work full-time. Moreover, 80 percent of children under five whose mothers are employed are from two-parent families.

It is important that we keep these statistics in mind when discussing the demand for child care and the kind of child care that needs to be provided. Demand for child care has increased, however, and there has also been a shift in the type of child care arrangements working parents are using. However, the largest percent of child care preschool children are receiving is filled by a relative: 48 percent of preschool children were cared for by relatives in 1985. However, that compares to 62 percent in 1965. The type of child care showing the greatest growth over the last 20 years, has been day care centers, and the supply of licensed child care centers has approximately doubled over the last 10 years.

Day care centers cared for about 23 percent of preschoolers in 1985, which is an enormous increase from just 20 years ago. The effects of the increasing use of center-based care raise serious issues that should be explored, such as the psychological effects on children, especially infants, potential for the increased spread of disease, and the generally higher cost of center-based care than other forms of care.

It is also interesting to note that full-time employed mothers are much more likely to use center-based care than are part-time employed mothers, who are increasingly using family day care and relatives.

In response to heightened attention on the child care issue, several measures have been introduced in Congress, one of which is the Act for Better Child Care Services, which we will focus on today. I think that all of these bills, Mr. Chairman, merit our consideration, and I urge you to ensure that an opportunity for hearings is provided to examine all of the child care bills that have been introduced.

Parenthetically, I should point out for the record that there is not unanimous support for the Act for Better Child Care, even though all of today's witnesses will endorse the bill. I would appreciate the chairman's assurances that opposing views will also be heard in this subcommittee.

As we on this subcommittee evaluate the Act for Better Child Care and other bills addressing the child care issue in order to develop child care policy, I believe that we should keep several goals in mind:

First, does the bill or policy preserve and expand parental choice? Clearly, no single child care arrangement is ideal for all parents, and public policy should not bias the system or sanction one form of child care over another. The goal of public policy should be to maximize child care options for parents.

Second, does the bill or policy emphasize parental responsibility and empower parents to make informed choices about child care? No regulation in the world, whether it is promulgated by Federal, State, or local Government is as critical to ensuring quality child care as a concerned and informed parent. In fact, extensive regulation of child care providers can often give parents a false sense of security in regulated child care.

Third, does the bill or policy improve the affordability of child care for low-income parents? I recognize the problems that parents with modest incomes have in paying for quality child care. It is essential, therefore, that public policy not artificially and unnecessarily drive up the cost of care, further pricing quality child care out of the reach of many parents.

Fourth, does the bill or policy facilitate the natural market expansion of child care? Public policy should not disrupt the market or inhibit providers from entering the market. Rather, the policy should remove existing barriers to expand the availability of child care. One of the most critical issues that should be addressed is the difficulty child care providers have in access to affordable liability insurance coverage, for example.

Finally, we should keep in mind that not all mothers work. Public policy should not discriminate against those mothers that forego income to care for their own children. I believe that if we keep these issues in mind, we can develop a responsible, sound policy on the important issue of child care.

Mr. Chairman, I, like you, believe that this a most critical issue, which I hope we can get this Congress to address. I look forward to working with you in developing the best child care policy possible for this Nation.

Mr. **Kildee**. Thank you, Mr. Tauke.

We have also with us this morning the chairman of the Select Subcommittee on Education of this committee, which shares jurisdiction over this bill, Major Owens of New York.

Mr. **Owens**. Mr. Chairman, I have no opening statement, but I would like to note the fact that on the agenda of America there is no item more important than this item. We have an abundant supply of rhetoric endorsing the needs that we are highlighting here, and following that rhetoric we get no concrete programs and no concrete funding.

I hope the very impressive array of witnesses that we have here today will help contribute toward a solution of that problem of commitment in terms of dollars and cents.

Mr. **Kildee**. Thank you, Congressman Owens.

The ranking Republican member of the full Committee on Education and Labor, Jim Jeffords of Vermont.

Mr. **Jeffords**. Mr. Chairman, Mr. Chairman.

It is a pleasure to be here with you. I have a statement I would like to make part of the record.

I just would like to let you know that I do not think there is any more important issue that we are going to be dealing with this year than the issue of child care. At least back home, when I talk to both business as well as those that would benefit from the actual care services, this is really one of the most critical issues that we face.

I want to commend the ranking Republican on the subcommittee, Mr. Tauke, for the tremendous effort he is also making as well as the chairman, in trying to give us some recommendations which may help us solve some of the very difficult problems we have here.

I look forward to the hearing.

[The prepared statement of Hon. James M. Jeffords follows:]

Statement of Hon. James M. Jeffords

Mr. Chairman, let me commend you for taking the initiative and scheduling this morning's hearing. I trust that this will be the first in a series of hearings that will assist us in developing a sound and, I might add, long-overdue policy to address the nation's child care needs.

Clearly, this is an issue that has major implications for the workplace. But, more importantly it is a children's issue, a parents' issue, a family issue and a community issue.

I am pleased to see that our colleagues on both sides of the aisle seem eager to come together and explore all avenues in meeting the challenge of providing quality, affordable and accessible child care services.

I would like to applaud the Ranking Republication Member of this Subcommittee, Tom Tauke, for his yeoman efforts to work with all interested parties on our side to identify critical issues and offer some creative approaches and solutions for our consideration.

I am hopeful that we will take a long, hard look at existing programs within our Committee's jurisdiction that could play a larger role in meeting our needs. But we need to go beyond and assess the effectiveness of other Federally-assisted programs that are presently providing child care services. Title XX or the Social Services Block Grant is a case in point. Similarly, perhaps we need to revisit the child care provisions that were incorporated in the Welfare Reform package that passed the House last session. A re-examination of the current tax credit for child and dependent care expenses should be undertaken, as should those sections of the code that provide somewhat limited tax benefits to employers—large and small—who provide child care benefits to their employeees. We must develop additional incentives that will draw upon the resources of the private sector which, in my judgment, have yet to be tapped.

The challenge before us requires that we enlist the full support of our Governors and our State legislators as well as elected officials at the municipal, county, and local levels. We need to develop a strong partnership that will ensure that we are leaving "no stones unturned" in a joint effort to develop Federal, State, and local policies and programs that will maximize the availability of quality and affordable child care services.

Mr. Chairman, I know we have a full roster of expert witnesses with us this morning. The task that we all face is a major one. The issue—simply stated—is the well-being of our Nation's children.

Mr. KILDEE. Thank you, Mr. Jeffords.

The chairman of the full Committee on Education and Labor, Augustus Hawkins of California.

Mr. HAWKINS. Thank you, Mr. Chairman.

I have no opening statement. I note that you do have a large number of witnesses, and if you are able to accommodate all of them today, I think you will be most fortunate. I would not want to delay getting this bill to the full committee. I assure you that we will give thorough consideration and priority to the issue when it comes before the full committee.

Mr. KILDEE. Thank you, Mr. Hawkins. I appreciate your support.

At this point we would, without objection, place the written statement of our colleague, Mr. Bill Richardson of New Mexico, in the record of the hearing.

[The prepared statement of Hon. Bill Richardson follows:]

STATEMENT OF CONGRESSMAN BILL RICHARDSON

Mr. Chairman, I would like to commend you and the subcommittee for your excellent work on this legislation. The Act for Better Child Care is a critical piece of legislation which I wholeheartedly support.

At the present time, there are 22 existing Federal programs which provide child care services. Yet at the same time, there is no coordinated system governing the administration of these services. Moreover, despite the increased numbers of working mothers, there simpie are not enough quality child care spaces to go around. As the representative of one of the five top-ranked States in proportions of children, New Mexico's economic development depends on increasing the quantity and quality of child care.

There is however another critical reason to support the Act for Better Child Care: it targets child care to the poorest of the poor. Recent figures from the Census Bureau show that the number of Hispanics living in proverty rose by 500,000 during the last three years. In other words, 5.1 million or 27.3 percent of all Hispanics are now living in poverty.

For this reason, quality child care is crucial to improving the status and economic well-being of Hispanics. Mothers who must work to support their family or who want to return to work find the lack of quality child care a major deterrent to employment.

To cite a small example, one State alone found that two-thirds of the single mothers receiving AFDC benefits listed child care as the primary problem in seeking and keeping jobs. However, quality child care is cost prohibitive. Child care can cost an average of $3000 a year and infant care can cost up to $5000 per year. I believe that the ABC bill's commitment to earmarking 75 percent of the funds appropriated toward helping poor families purchase child care represents a major step forward in breaking the cycle of poverty which plagues Hispanics and other minorities.

In addition to helping the poorest of the poor afford child care, this legislation will increase the overall supply of child care and provide training for child care workers. It will also develop resource and referral programs to assist parents in finding and locating child care they can trust.

This brings me to one of the most important aspects of this legislation. It is important to realize that all mothers, regardless of ethnic origin or economic status want their children to be raised in a healthy environment which promotes their child's developmental and intellectual abilities. Mothers also place great emphasis on a positive emotional and physical setting for their children.

This legislation will help assure quality child care by developing minimum Federal child care standards through the creation of a national advisory panel tasked with the development of quality child care standards.

In closing, I want to reiterate my support for this legislation. With more and more mothers seeking employment by necessity, we must insure that quality child care is available: Child care which promotes the development and potential of all children, including our own.

Mr. **Kildee**. Our first witness this morning is one of our colleagues, the Honorable James J. Florio, Member of Congress, from New Jersey.

Mr. Florio?

STATEMENT OF HON. JAMES J. FLORIO, A U.S. REPRESENTATIVE FROM THE STATE OF NEW JERSEY

Mr. **Florio**. Thank you very much, Mr. Chairman.

Let me express my appreciation for the opportunity to testify before you. Out of respect for the committee's time, I have a statement that I would like to have put into the record in its entirety.

Mr. **Kildee**. Your prepared statement will be inserted immediately following your oral presentation.

Mr. **Florio**. I will summarize my statement.

I am pleased to be here on behalf of this legislation. I am pleased to be an original cosponsor of the Act for Better Child Care. This, of course, as was stated in many of the members' opening statements, is an issue that goes far beyond just child care, it goes far beyond the interests of the parents of the children who will benefit. It really is a broad-brush question that has to be addressed in the area of education, in the area of competitiveness.

I was struck by your observation about the alternatives between NASA and child care. Well, if we regard this as it should be regarded, as an appropriate education issue, it is also going to enable us to develop the personnel who are going to be going into space in years ahead. So, I think that framework is one within which we should address these issues.

I would just like to tell you and tell the committee about what I saw earlier this week in my district. I visited the John Glenn Elementary School in Pine Hill, NJ. The school session was over; school was out for the day. But when I walked into the library, I found a spirited group of about 30 youngsters. Some were playing. Some were doing school work. But they were all getting expert supervision under an after-school care program that the school district calls the Parent Saver Program.

The meaning of what I saw I thought was clear. It meant that parents of 30 youngsters could finish up their day's work without having to worry about where their children were, knowing that the children were not in danger or glued to a TV set watching soap operas. It meant that 30 children were getting not only quality care, but were getting an extra dose of education in the supervised setting that was taking place at this school. We need more of these programs.

We also need more like the program that I am going to be visiting next week in Edison, NJ. There, the owner of a massive industrial park has opened a day care center for the children of the people who work in that industrial park. It currently serves up to 70 youngsters up to 5 years of age, and there is a long waiting list for entrance into that facility.

The question is why do we need such programs, and I think it is fairly clear—and this was touched upon in someone's opening statement—that the world has changed dramatically over the last number of years. The typical family of the fifties wherein the mother stayed home and took care of the children and the father went out to bring home the bacon has changed dramatically. First and foremost, of course, the bacon has gone up very significantly. Therefore, as a matter of economic need in many instances, both parents are required to work.

Likewise, as a result of increased opportunities that women have fought for and obtained, there have been changes in the traditional family structure. Some people might like to go back to policies that were relevant in the fifties, but nostalgia as a public policy makes no sense. Balancing a life of work and being a parent has always been a personal decision. But today, it is a national issue requiring the attention of this body.

The numbers prove this to be the case. In my case, the State of New Jersey, it has been projected that in the year 2000, just 12 years from now, there will be more than one million children under the age of 14 who either have both parents working or will live in a single-parent household where the parent works.

I don't have to tell you that the number of day care slots that would be available at that time if current policies are pursued will fall woefully short of the needs.

But we are really talking about something that is far beyond just a case of numbers. I am the chairman of a subcommittee that has jurisdiction over issues involving competitiveness. And we constantly ask why we in America seem to lag behind other Nations as we try to compete in the complex global economy. I think one of the factors is that our prevailing attitude on issues such as child care play a role in our deficiency. Affordable child care is an important tool in making the current generation of workers more productive and working to assure that future generations of workers will be better prepared.

As important as this legislation is, I don't think anyone fighting for better child care thinks the job is going to be done by Government alone, and this legislation, by the way, is compatible with the idea that a partnership is required and addresses some of the needs that Mr. Tauke referred to before in talking about flexibility to provide for day care center modes of delivery in a host of different ways, in no way spelling out a rigid day care delivery mode that will be required out of this legislation. A partnership that is going to include employers, unions, schools, communities, religious groups, and of course parents is provided for under this legislation.

Let me finally conclude by leaving you with a final and, I hope, satisfying thought. This program that I visited last week that I made reference to in the Pine Hill School, while I was talking with some of the teachers, learning about the program, a reporter from a local newspaper was talking to some of the children over in a corner, I later found out. He asked a little boy what he thought congressmen do. I read the response in the newspaper when the reporter wrote it. The little boy said, "A Congressman goes around thinking of ways to make things better, and he doesn't want our moms to worry."

Well, that might not be a textbook definition of what it is that we do in the Congress. But when it comes to child care, it isn't far from what we are trying to do in addressing this problem, particularly in the context of this bill.

So, I would look forward to working with the members of this committee as well as the various organizations that are represented here in trying to make sure that we incorporate into law a policy that allows us to do those things that that young boy specified and what it is that we are trying to do in making this Nation more competitive and in making the children of this Nation part of a productive economy in the future, and I think that child care is a very important component of that.

Thank you, Mr. Chairman.

[The prepared statement of Hon. James Florio follows:]

STATEMENT OF CONGRESSMAN JAMES FLORIO

I would like to start out by telling you what I saw earlier this week in my district. I visited the John Glenn Elementary School in Pine Hill, New Jersey. School was out for the day, but when I walked into the library I found a spirited group of about 30 youngsters. Some were playing, some were doing schoolwork, but they all were getting expert supervision under an afterschool care program the school district calls the Parent Saver program.

The meaning of what I saw was clear. It meant that the parents of 30 youngsters could finish up their own day's work without having to worry about where their children were, knowing they weren't in danger or trouble, or glued to a TV set watching soap operas. It meant that 30 kids were getting not only quality care, but an extra dose of education for the day.

We need more of these programs. We also need more like the one I am going to visit next week in Edison, New Jersey. There, the owner of a massive industrial park has opened a day care center for children of people who work there. It currently serves 70 youngsters up to 5 years old, and there is a long waiting list.

Why do we need these programs? Let's face it, the last thirty years have brought about a tremendous change in the structure of the American family. The typical family of the 1950s had a mother at home raising the children while the father went to work and brought home the bacon. The price of bacon has gone up considerably since then. Today, the need for both parents to work, as well as the increased opportunities that women have fought for, have changed the family.

Some people might wish we could go back to the 1950s. But nostalgia as public policy makes no sense. Balancing a life of work and parenting has always been a personal decision, but today it is a national issue requiring the attention of this body.

The numbers prove this to be true. Take my state for example. It has been projected that in the year 2000—just 12 years from now—there will be one million children in New Jersey under age 14 who either have both parents working or who live in a single-parent household where the parent works. I don't have to tell you that the number of daycare slots that would await these kids under our current policies would fall far short of the need.

But this is more than just a case of numbers. As Chairman of a Subcommittee with jurisdiction over competitiveness issues, I am constantly asked why we in America seem to lag behind other nations as we try to compete in the complex global economy. I think our prevailing attitude on issues like child care play a role. Affordable, quality child care would be an important tool in making the current generation of workers more productive and the future generation better prepared.

But, as important as this legislation is, I don't think anyone fighting for better child care thinks it is a job for government alone. We need a far-ranging partnership that includes employers, unions, schools, community and religious groups, and, of course, parents.

Let me leave you with one final thought. At the program I visited in Pine Hill, a reporter asked a young boy what he thought a Congressman does. The boy said, "He goes around thinking of ways to make things better, and he doesn't want our moms to worry."

That might not be textbook definition of what we do here, but when it comes to child care, it isn't far from what we are trying to do, and what I hope that all of us, working together, can accomplish. Thank you.

Mr. **Kildee**. Thank you, Congressman.

We will try to accept that young boy's definition as our challenge. I think it's a good challenge for us.

Congressman Tauke?

Mr. **Tauke**. I don't think I have any questions this morning. We do have a great number of witnesses, and since Congressman Florio and I have an opportunity to see each other often since we are on the same committees, we will talk about this in the future.

I just want to thank you for the tremendous contribution you have made to this process and also commend you for raising this issue to a level where it is now receiving serious attention in Congress.

Mr. **Florio**. Thank you very much.

Mr. **Kildee**. Do any other members have questions of Congressman Florio?

Mr. **Jeffords**. Mr. Chairman, I just want to join in the comments of my ranking member of the subcommittee with respect to the gentleman from New Jersey, who has been a tremendous contributor is helping us in trying to find answers in this area. I thank him for his testimony.

Mr. **Florio**. I thank the gentlemen for their kind comments. Let me just say that my credentials in this area go back to a time when I was in law school, was a member of a local OEO citizens action board attempting to build day care center sensitivity at an earlier time, on the legal services board in the city of Camden, working hard to create day care center opportunities.

As a matter of fact, when I was campaigning for election, my first effort in 1972, which was unfortunately not a successful one, one of the major issues in that time was President Nixon's vetoing of a previous day care center proposal that was denounced at that time as being communistic. Well, I suspect we have all gone beyond those unsophisticated views about what day care center proposals are all about, and I know that we have come far beyond that, and I know this committee certainly is into a more sophisticated analysis of what day care center proposals are about.

Mr. **Kildee**. Those credentials were enhanced when you became one of the first original cosponsors of this bill, and I appreciate that, Congressman.

Mr. **Florio**. Thank you, Mr. Chairman.

Mr. KILDEE. We will dismiss you at this point and call our first panel consisting of Marian Wright Edelman, president of the Children's Defense Fund; Thomas R. Donahue, secretary-treasurer of the AFL-CIO; Mary Hatwood Futrell, president of the National Education Association; Audrey Russell, Child Advocacy Working Group, the National Council of Churches; Dr. George Sterne, president of the American Academy of Pediatrics; and Virginia T. Austin, president of the Association of Junior Leagues.

We welcome you all here this morning. I see many good friends out there.

We will start with Marian Wright Edelman.

STATEMENT OF MARIAN WRIGHT EDELMAN, PRESIDENT, CHILDREN'S DEFENSE FUND, ACCOMPANIED BY HELEN BLANK; THOMAS R. DONAHUE, SECRETARY-TREASURER, AFL-CIO; MARY HATWOOD FUTRELL, PRESIDENT, NATIONAL EDUCATION ASSOCIATION; AUDREY RUSSELL, CHILD ADVOCACY WORKING GROUP, NATIONAL COUNCIL OF CHURCHES; GEORGE STERNE, PRESIDENT, AMERICAN ACADEMY OF PEDRIATICS; AND VIRGINIA T. AUSTIN, PRESIDENT, ASSOCIATION OF JUNIOR LEAGUES

Ms. EDELMAN. Thank you, Mr. Chairman.

I want to thank the Chair and the members of this committee for their important support for this very important legislation. I think if I had one message for the Congress and for the Nation this year, it is that this Nation has to save all of its children if it is going to save itself and preserve its future because the future really is today.

The first high school graduating class of the 21st century is going to enter first grade in September of 1988. One in four of these preschoolers is poor. One in five is at risk of becoming a teen parent unless we do something. One in six has no health insurance. One in seven is at risk of dropping out of school. One in two has a mother in the labor force. And only a fraction have affordable, quality child care.

I think that the willingness of a nation to protect its children is a moral litmus test of any decent and compassionate society. It is also a test of the common sense of any nation seeking to preserve itself in its future.

I think that the nation's self-interest in investing in the kind of legislation that we are here discussing today was stated adequately by 225 corporate executive leaders and university presidents in a recent report of the Committee on Economic Development when they said that this Nation cannot continue to compete and prosper in the global arena when more than one-fifth of our children live in poverty and a third grow up in ignorance. And if the Nation cannot compete, it cannot lead.

If we continue to squander the talent of millions of our children we will become a nation of limited human potential. It would be a tragedy if we allowed this to happen. America must become a land of opportunity for every child.

The bill before you is one important step toward guaranteeing that. We at the Children's Defense Fund feel strongly that parents, religious groups, business, nonprofit groups, and every level of Government must work together to prepare America's children for the challenges and opportunities facing our Nation now and in the future.

We believe that every mother or primary caretaking parent should have the choice to stay at home with his or her young children. But our society currently does not support parenting at home nor does it support parents who also go out to work to make ends meet.

We believe strongly that an essential component of this country's public policy should be adequate jobs and income support, children's allowances for families and parental-leave policies which allow parents the job security and support they need to remain home during the critical early months after childbirth, as well as sound child care policies. And we hope all of those who say in rhetoric that they support the choice of parents to work or not to work will support sound policies which give them that choice.

However, we are gravely concerned about the safety of many of our children whose mothers are working outside the home, and we do not believe that we can wait one minute longer as a Nation to put into place the policies and resources to protect these children.

Now, I agree with Congressman Tauke that we should have full parental involvement and full parental choice, and ABC I think tries to respect that and to bolster that. ABC gives parents unlimited parental access to their children in their child care programs. It provides research and resource programs to help families make choices. It provides State consumer education programs to help families make choices. It supports family day care as well as centers and places a strong emphasis on safe family as well as group day care programs, and it encourages a diverse delivery system, the choice of which would be made at the State level and not by the Federal Government.

We believe, however, that it is terribly important that we act in a uniform fashion to protect our children because the overriding criteria for judging a child care bill this year and in the future should be whether it's good for children, whether it keeps children safe, whether it's good for parents.

Jessica McClure to whom you alluded was very fortunate. A lot of kids are not so fortunate. You named two. I would just like to refer to two more, and they are the ones who must anchor our deliberations. I know that there is a lot of discussion about Federal regulations. If we can regulate zoos and nursing homes, surely we can provide minimal health and safety standards.

And I would hope that Members of this Congress, when they are deliberating about the minimum standards that ABC seeks to provide to keep children safe, will try to think of whether or not they are going to send other people's children to child care centers to a level of quality they wouldn't send their own children.

That is the thing I always try to keep in mind: Is this good for children, would I want my own child to have it, and is it going to help us build the strong, secure young people that will allow them do well in school?

In Reston, VA, a neighboring city, last fall every working parent's nightmare became a reality for Sandra James. Because she and her husband needed two jobs to support their family, she was working part time, as many mothers are, as a housekeeper at a local hotel, couldn't afford the child care available in her community. An estimated 5,000 young children are competing for 453 day care slots. With no better child care option available, she left her 6-year-old with a 6-year-old friend in the care of an 8-year-old daughter. Fire broke out in the apartment. The 8-year-old ran for help, inadvertently locked the two younger children in. They died from the fire.

Last October, also, a 2-year-old died after running into the path of a school bus in New Britain, CT, having been in the care of a family day care provider who was not regulated by the State.

I hope we will keep in mind the minimal need to keep our children safe and not get bogged down in a lot of rhetoric about Federal regulations. This coalition, which is the broadest based coalition that has ever come together in support of safe child care, has looked at current State practice, taken the medium of what States are already doing, and have provided incentives to the remaining States to see that we can involve some minimal quality of care for our kids that we should keep safety in our minds.

Secondly, I hope that you will understand how important child care is to ensuring the self-sufficiency of our parents and of our children. A California mother is just one example, and I am going to end after I talk about this because we should again think about what it is we are trying to accomplish.

I think it's important for the Congress to stop talking just about how it is we can afford to invest in adequate preventive health care or adequate preventive child care, and we should start talking about how is it we can afford not to invest in adequate child care to keep children safe and to prepare them for school.

Let me just give you two examples as reasons why. A letter, a very recent one came to us from a single parent in California, two children ages 4 and 9. She says she has been trying for the last two years to get child care assistance. She is a working parent, but she may soon have to quit so she can take care of her children.

She writes, "They are presently in a day care center, but I am months behind in my payments and have borrowed from every person I know. I have been on a waiting list at a resource center for over 2 years, but the funds are low. Where can I get assistance? I don't want to quit and become another welfare dependent. But is there a choice? I have a job where I can advance and eventually support my family on my own. But now I need help. Is there any Federal funding that can help me?"

She doesn't want to be dependent. She wants to pull her own weight, and she needs some temporary way to see that her children are taken care of.

An example of how the system fails because of the inadequate preventive child care services is that of a New York City mother who had two sets of twins, forced to leave high school to care for her sick mother, wanted to return to school to get the skills she needed in order to find full-time work and move off welfare. She couldn't afford a babysitter, didn't want to leave her 3-year-olds and 4-year-olds alone and got convinced by child welfare workers to give her children over to foster care where she could be able to visit them until she got back on her feet.

It didn't work out. We paid many thousands of dollars more in public funds to support those children in foster care, and she ended up having to go through lengthy court proceedings to get her children back.

We need decent child care to help parents become self-sufficient. Most parents don't want to go on welfare. They don't want to place their children in foster care. And we know that it is a good investment. Every dollar that we invest in quality child care saves $4.75 at the other end.

While we must continually test new approaches in the delivery of services and in helping parents pay for child care, I want to make clear that while we support experimentation, it is far too late to consider a pilot program as the solution or as the Federal response to child care.

Secondly, I want to be clear, as I think this coalition is clear, and as growing polls of the public are clear, that we are not here to argue for more cosmetic solutions to child care. Parents need real help. Children need decent care, and they need it adequately.

While ABC talks about a $2.5 billion investment and from one perspective that may seem like a lot, it is a drop in the bucket of need. It will address only about 10 percent of the need of the 9.5 million children whose mothers are in the labor force already. By 1995 that number will increase to 15 million. This is the time for this Congress to begin to act to meet the realities of millions of our children and millions of our families, and we are eager and willing to work with you in every way to get this bill through this year because our children need it in order to be safe.

[The prepared statement of Marian Wright Edelman follows:]

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TESTIMONY TO

THE COMMITTEE ON EDUCATION AND LABOR

ON

H.R. 3660 - THE ACT FOR BETTER CHILD CARE SERVICES

by

Marian Wright Edelman
President, Children's Defense Fund

February 25, 1988

The Children's Defense Fund appreciates the opportunity to testify to the Committee on Education and Labor on H.R. 1660, the Act for Better Child Care Services. We appreciate the leadership of Rep. Hawkins and Rep. Kildee in bringing this important issue to the forefront of the Committee's agenda.

The Children's Defense Fund (CDF) is a privately funded public charity dedicated to providing a strong and effective voice for children, especially poor and minority children and their families. We believe that parents, churches, business, non-profit groups, and every level of government must work together to prepare America's children for the challenges and opportunities facing our nation now and in the future.

We believe that every mother or primary caretaking parent should have the choice to stay at home with her or his young children. However, our society does not currently support parenting at home or help parents when they must go out to work. An essential component of this country's public policies should be adequate income support, children's allowances for families and parental leave policies which allow parents the job security and income support that they need to remain home during the critical early months after childbirth as well as sound child care policies. However, we are gravely concerned about the safety of our children whose mothers are working outside the home and do not believe that we can wait one minute longer as a nation to put in place policies and resources to protect these children.

CDF, as others do, watches the shockingly growing list of tragedies that are occurring as a result of our fragile child care system and the lack of adequate support to parents in the labor force. Our first and overriding reason to move ahead immediately to address child care in this Congress must be the safety of our children. And any child care bill shold be guided primarily on the basis of how well it accomplishes this goal.

Jessica McClure was fortunate to have survived her fall into an uncapped well last October. She was being cared for by her aunt who operated an unregulated family day care home that enrolled nine children, more than the state of Texas allowed. Too many other children are not as fortunate as Jessica.

- On October 12, 1987 every working parent's nightmare became a reality for Sandra James. Because she and her husband needed two jobs to support their family, she was working part time as a housekeeper at a local hotel. Affordable child care for her children was impossible to find: in her community an estimated 5,000 young children were competing for 453 available day care slots. With no better child care option available, Mrs. James left Jermaine, her six-year old son, and his six-year-old friend, Amanda Crossin, in the care of her eight-year-old daughter, Tina. When a fire broke out in their apartment, Tina ran for help, inadvertently locking the two younger children in an apartment engulfed in flames. Before firefighters could rescue them, Jermaine and Amanda died.

- On March 12, 1986, Eric Michael Brooks died just two weeks before his first birthday in Omaha, Nebraska from a skull fracture and brain hemmorhage he suffered when his baby sitter slammed the toddler's head on the floor while trying to change his diaper. Debra Brooks and her husband Michael have been working for better protections for children in child care since that day.

- In December 1986 Fanny, age two, and Asif Khan, age four, were killed and six children were injured when a fire broke out in an unlicensed family day care home in Brooklyn. Their family day care provider was caring for too many infants and toddlers to get all the children to safety.

- Ten-month-old Ashley Snead died of poisoning last July from a prescription drug while in the care of a family day care provider who had been convicted of neglecting her own two children in 1968.

- Julie Ann Jacobson's nineteen month old daughter died in the summer of 1986 in Colorado after falling into an unfenced wading pool that state regulations required to be fenced.

- A two-year-old died in October, 1987 after running into the path of a school bus. He was being cared for by a New Britain, Connecticut, family day care provider who was not regulated by the state.

- Tiffany Baptiste and another toddler died after a fire broke out in an unregulated family day care home. Tiffany was one of nine toddlers trapped in the basement.

America's children are vulnerable because our nation has failed to come to grips with today's realities. Most mothers of young children have joined the labor force, a massive demographic shift that has made decent child care a necessity for families from every income group. Our current patchwork child care system is strained beyond capacity. It cannot meet the growing demand, forcing many families--especially low and moderate-income families--to leave their children in inadequate and sometimes dangerous child care situations. Too few children are in good child care situations. Too many are left alone, or with slightly older siblings, or in overcrowded, unsafe, or unstimulating care.

The number of children with working parents will continue its rapid rise. By 1995 two-thirds of all preschool children and four out of five school-age children will have mothers in the work force. If our nation does not act now to begin to address the child care crisis seriously and comprehensively parents will continue to face impossible choices and more and more young children will be left in inadequate care.

Child care is Essential to Help Families be Self-Sufficient

Parents need child care to enable them to work, pay the bills, and be more productive on the job. For many two-parent families today, the second income is all that stands between them and poverty. In 1987, the House Select Committee on Children, Youth and Families found that 35 percent more two-parent families would live below the poverty line if the wives were not employed. Child care is essential to poor parents' efforts to work and to lift their families out of poverty. Studies show that child care helps lower-income parents enter the work force, keep working, and earn more:

- According to administrators of an ongoing work demonstration project sponsored by the Women's Bureau of the U.S. Department of Labor and the Rockefeller Foundation, affordable, quality child care services are the major unmet need of single mothers who are seeking employment.

- More than 200,000 non-working mothers of young children turn down job offers each month because they cannot find or afford child care.

- Research by economists David Blau and Phillip K. Robbins at the University of Miami in 1987 on the link between child care and economic self-sufficiency among low-income families living in public housing revealed that a 50 percent increase in the size of an on-site child care center would result in a 13.5 percent rise in hours worked by residents and an 19.5 percent increase in their earnings.

Child Care is Essential to Help Parents Be Productive on the Job

Working families need decent child care to assure parents' job security and meet the needs of employers who are increasingly concerned about the negative effects of a patchwork child care system on their current and future labor force.

- In 1986 Fortune magazine studied 400 working parents with children younger than twelve and concluded that dissatisfaction with child care was the most reliable predictor of the workers' absenteeism and unproductive work time.
- In a needs assessment conducted by Resources for Child Care Management and Bank Street College in three New Jersey companies with 931 employees who had children 12 and under, forty-six percent of the employees said that locating quality child care was a major problem. Forty-eight percent said that having an adequate selection of child care was also a "major problem."

Parents are also forced to make multiple child care arrangements which create added pressures:

- The RCCM and Bank Street College study found 38 percent of the families had as many as three to four different child care arrangements.
- A study conducted at New York University of 664 employed parents in state agencies, insurance or retail sales, who had children 16 or under, found that parents had an average of 1.7 child care arrangements per child.

Child care that incorporates the elements of high quality preschool and early childhood development programs is especially effective in giving children from low-income families the foundation they need to learn basic academic skills and eventually lead better lives. Every one of our children has a valuable contribution to make to our nation's future. As the population of the country ages, the percentage of Americans who are children and young adults is shrinking. This decline will result in a smaller proportion of Americans who will be entering the work force. Our country will depend more heavily on the skills of every young worker. In 1987, sixteen to twenty-four-year-olds made up 27 percent of the total working-age population; by 2005, that figure will fall to 20 percent.

Of today's three-to five-year olds who will be entering the labor force around the year 2005:

- One in four is poor.
- One in three is nonwhite, and of these, 40 percent are poor.
- One in seven is at risk of dropping out of school.

Business and government leaders have begun to recognize that early childhood development programs that get children off to a good start can be a sound and cost-effective way to help low-income youngsters overcome early disadvantages.

A Growing Number of Families Cannot Afford to Pay for Child Care

Despite the fact that child care is an essential service for a majority of America's families with children, finding affordable, available, quality child care is at best a daunting task and, in many instances impossible. First, parents must find the money to pay the cost of child care, which currently averages $3,000 per year per child. Infant care costs even more.

Millions of American families cannot afford to pay for decent child care, whether their household has one income or two. A growing number of America's working parents are poor. In 1985, 2.7 million children, or more than one-fifth of all poor children, were poor even though they had a mother who worked full time. Of the almost 5.3 million children younger than six who live in poverty, more than one-third have working mothers.

Single parents--now struggling to raise one of every five American children--are even less likely to afford child care. The median annual income for a single mother with at least one child younger than six was only $6,400 in 1985, less than the federally established poverty line for a family of two. The cost of child care for one child equals nearly half of that median wage.

A California mother just last week wrote to the Alliance for Better Child Care desperately searching for help in paying for child care:

> I am a single parent of two children, ages four and nine. I have been trying for the last two years to get child care assistance! I am a working parent, but may soon have to quit so that I can take care of my children. They are presently in a day care center, but I am months behind on my payments and have borrowed from every person I know. I have been on a waiting list at the Child Resource Center for over two years, but their funds are low.
>
> Where can I get assistance? I do not want to quit and become another welfare dependent. But is there a choice? I have a job where I can advance and eventually support my family on my own. But now I need help. Is there any federal funding that can help me????

A young New York City mother of two sets of twins, who had been forced to leave high school to care for a sick mother, yearned to return to school to get the skills she needed in order to find full-time work and move off welfare. However, she could not afford a babysitter and did not want to leave her three- and four-year-old children home alone. Her counselors advised her to place the children in foster care where she would be able to visit them while she got back on her feet. The situation did not work out as she had hoped. The children were abused in the foster home and when she tried to get them back she was accused of being an unfit mother. She was forced to go through a lengthy court proceeding to get the children back.

Families With Children of All Ages Search for Child Care

An increasing number of parents begin their search for child care when their children are infants. In 1987, 52 percent of mothers with children younger than one were in the labor force.

The rapidly escalating demand for infant care, coupled with its very high cost, makes the task of finding and paying for such care especially difficult. Hospitals have by far the largest numbers of such centers. However, the need for infant care far exceeds the supply. A survey of 129 hospitals conducted in the spring of 1987 found that such centers turned away two out of three babies. The centers were serving 12,336 children while 7,988 were on waiting lists.

Parents of preschool children also search for child care. In

Boston, the community school's preschool and after-school child care programs serve 1,000 youngsters, while 4,000 more wait to enroll. Although the program has tripled in size in the past five years, it still cannot keep up with the demand.

Finally, families of young school-age children face an acute shortage of school-age child care programs. While the Cenus Bureau estimates that slightly over 2 million children care for themselves after school, other studies which interviewed both students and parents indicate that this figure is an understatement of the problem. The majority of young school-age children either take care of themselves or are cared for by older siblings for some portion of after-school hours according to a Minneapolis area survey. The survey, conducted by the Center for Youth Development and Research at the University of Minnesota, included interviews with both parents and students. Among the children in kindergarten or third grade, about half are left to care for themselves or are cared for by siblings.

Children who spend a great deal of time alone are often consumed by fear:

> In 1984, children were invited to write to the language arts magazine Sprint, published by Scholastic, Incorporated, in New York City, in response to this theme: Think of a situation that is scary to you. How do you handle your fear? The readership of this magazine include fourth, fifth, and sixth graders from all over the country, and the exercise was designed purely as a way of stimulating children to practice their writing. The editors were stunned to discover that nearly 70 percent of the 7,000 letters that poured in dealt with the fear of being home alone, mostly while parents were working.

Associates for the Metropolitan Life Insurance Company, quoted a majority of the more than 1,000 teachers interviewed as citing isolation and lack of supervision after school as the major reason children have difficulty in school.

The Federal Government Has Ignored Families Child Care Needs

The child care crisis can only be met through an active collaboration among the federal government, state and local government, parents and the private sector. Despite the tremendous growth in demand for decent and affordable child care, the federal leadership required to address the problem in any systematic or substantial way has been non-existent. While some state governments and employers have made valiant efforts, most have not been able to come anywhere near meeting the need, and too few have not made an effort to address child care issues.

The federal government has no program with the sole purpose of providing direct assistance to help lower-income families pay for child care. The Child Care Food Program is an important program, helping pay for nutritious meals served in child care centers and family day care homes. However, it does not address the cost of care. Head Start, a model early childhood development program, only provides care for a few hours and reaches less than 18 percent of eligible children. The amount of child care funded through the Community Development Block Grant, JTPA, WIN, and the Earned Income Disregard is very limited. The Title XX Social Services Block Grant--which provides the largest source of direct federal funds to states for child care also covers a wide range of other social service needs.

Title XX suffered a 20 percent reduction in FY 1982, and since then has received only two modest increases, not enough to offset the impact of either the 1982 cut or years of inflation. After adjusting for inflation, the federal Title XX appropriation for FY 1988 is less than half that of FY 1977.

Some states have attempted to make up for shrinking federal help by increasing their state funding commitments for child care. This trend has increased in the past three years, as more governors and state legislators have acknowledged the link between child care and their states' economic vitality. But states' overall spending for child care in real dollars is still stuck at roughly 1981 levels. In 1987, twenty-eight states spent less in real dollars for child care funded through the Title XX Social Services Block Grant than they did in 1981. Only 18 states were serving more children than they did in 1981, while twenty-two states were serving fewer. At the same time, the number of children younger than six living in poverty rose by more than 40 percent.

The largest federal effort to help families pay for child care comes through the dependent care tax credit. Low and lower-moderate-income families, after the tax reform law takes full effect in 1988, have no or very small federal income tax liabilities, and will not be able to use the credit.

While providing important assistance to many families, the credit neither helps to expand the supply of child care nor to improve the quality of care.

Even tax breaks that were refundable would not substitute for direct assistance because tax relief measures do not solve the basic problem of poor working families: they cannot afford the up-front cash outlay for child care, regardless of whether they can expect a partial reimbursement months later through the tax code.

While employers are increasingly concerned about child care, in reality only 3,000 out of six million employers have made any significant investment in child care for their employees. Only a handful of these employees provide funding assistance. Corporations' on-site child care centers may sound like an ideal solution to America's child care problem, but even these are limited. According to Fortune magazine, such centers have few openings and certain employees get preferential treatment. Manufacturers tend to locate child care centers at headquarters where higher-paid employees work, while offering no child care at their factories. Moreover, the costs are often high. The weekly fees at a new GSA center are $87.50 a week for preschool-age children and $115 for infants or $4,550 and $5,980 a year.

Significant Steps Must Be Taken Immediately

The years of inattention combined with changing demographics have stretched the child care system in this country beyond the breaking point. We must move quickly and comprehensively to build a child care infrastructure that will ensure safe care for our children, help low-income parents to work and avoid dependence on welfare, and allow working families the peace of mind they need to be productive in their jobs. While we must continually test new approaches in the delivery of services and in helping families pay for child care, it is far too late to consider a pilot program as the federal response to child care. As a nation we have a serious problem which demands a serious response from the federal government. The Alliance for Better Child Care, now composed of 122 national organizations, has consulted with policymakers, child care providers, administrators and parents across the country in a thoughtful, time-consuming process to devise such a response. H.R. 3660, the Act for Better Child Care Services, builds on state child care polices. It would help states to put a solid infrastructure in place that states, local governments, employers, private charities and parents could continue to enhance.

The three issues the proposed legislation addresses are:

- Affordability,
- Availability, and,
- Quality.

Affordability

There is no doubt that states by themselves, regardless of the size of their child care investment, cannot offer help to the millions of families who cannot on their own afford to pay for decent child care:

- Half the counties in Kentucky do not offer child care assistance to low-income working families.
- Florida maintains a waiting list of 30,000 children.
- In a 1986 survey, 230 public housing projects around the country with on-site child care centers reported combined waiting lists totaling 96,000 children.
- Seattle and New York City each serve only one of five eligible children.
- Georgia serves only 8,000 out of an estimated 76,000 children eligible for Title XX funded child care services.
- California, which funds the largest school-age child care program in the nation, provides child care assistance to only 8,000 of the estimated 500,000 eligible children.

H.R. 3660 reserves 75 percent of the funding to help families pay for child care on a sliding fee scale basis. Other provisions in the affordability section are designed to address flaws in current policies which limit the availability of child care for low-income families. For example:

- States would be required to pay the market rate of child care. Currently, the child care assistance that a poor parent receives from the state is often not enough to pay for the cost of child care. While local child care programs may charge from ten to twelve dollars a day, the state rates are more likely to be seven or eight dollars a day. Thus, child care providers are reluctant to serve low-income children because they can earn more by serving private-paying parents. This only serves to exacerbate our growing two-tier child care system.
- States would be required to pay higher reimbursements for infant care, comprehensive programs for adolescent mothers, and child care for handicapped children, all of which cost more and will not be readily available unless these higher costs are reflected in the rates.
- States would be required to reserve a minimum of ten percent of affordability funds for state and local public preschool programs, Head Start and Chapter I preschool programs, and preschool programs for the handicapped children, enabling these programs to extend their hours of service to full-day and full-year. It makes good sense to build on these quality programs which are for the most part targeted to low-income children. At this time these programs cannot serve the needs of working parents because they only operate part-day.

Availability and Quality

Resource and Referral

Parents must have a place to turn in their community to help them find child care that meets their schedules. Resource and referral programs can facilitate this process in many ways. By keeping lists of licensed and regulated child care providers, a resource and referral program can help parents locate quality child care. Adequately funded resource and referral programs can also be a major factor in improving the quality of child care by offering support services such as training to providers, and helping to recruit and support new family day care providers. Finally, because they keep track of the need for various kinds of child care, these programs can be of invaluable assistance to policymakers in planning the development of child care services in a community.

The majority of states do not help fund the operating costs of a statewide system. California and Massachusetts fund the most extensive networks of resource and referral programs. Only fourteen other states and the District of Columbia provide any state funds at all to start or operate such programs. Although an increasing number of employers are investing in resource and referral programs, these services are generally limited to their employees and are not made available to the wider community.

HR 3660 would encourage the development of resource and referral programs throughout a state that would provide a range of essential services to both parents and the child care community.

Training

One of the most consistent findings of research is that positive developmental outcomes accrue to children in programs with adequate numbers of staff trained in early childhood education skills. Specialized training in child development and early education has been shown repeatedly to affect children's social and cognitive gains in early childhood programs. Training appears to have three major benefits. First, it instructs adults in the skills that are required of excellent teachers. Working with children in groups entails special challenges such as retaining the attention span of children with different abilities and interests, and promoting positive social interaction. Second, skills in working with parents are also a vital part of training. Finally, training is a clear determination of an individuals's commitment to the child care profession. Specialized training makes the job of child care easier for adults, thereby making the career more rewarding.

Only twenty-six states require continuing training for teachers while they are employed in child care centers. Forty-two states do not require training for family day care providers. Twenty-two states do not require training before teachers come to work in child care centers. Seven states have no training requirements of any kind.

H.R. 3660 would take a first step toward expanding the number of trained caregivers by requiring that all states offer a minimum of 15 hours of training per year, in areas essential to working successfully with young children, for all caregivers. States would also help to develop and coordinate training programs, maintain clearinghouses for child care training materials, and offer scholarship assistance programs for caregivers seeking to improve their skills.

Wages and Salaries

Both the availability and quality of child care are undermined by low salaries offered in child care. Census Bureau data indicate that child care workers' wages actually shrank 25 percent from 1979 to 1986. The mean hourly earnings of female full-time providers dropped from $2.67 to $1.99, measured in inflation-adjusted dollars.

Child care providers today are paid less per hour than animal caretakers, bartenders, and parking lot attendants. Only one-half of all child care workers receive health benefits; not even one in five has a retirement plan. Not surprisingly, many child care workers move on to other professions.

Low wages result in high turnover--a problem that exacts a high cost from our children. The staff turnover rate is now 42 percent a year in child care centers and 67 percent a year in family day care homes. Carolee Howes of the University of California at Los Angeles studied children in child care between eighteen months and three years of age. She found major ill effects resulting from high turnover among providers. The children in her study whose day care providers changed several times demonstrated less self-control and less confidence than peers who had stable environments.

A worried Alabama mother talks about what staff turnover means to her child:

> I have a three-year old son in a day care program in a small rural area church. We have run into the problem of changing teachers every week or every other week or so. I have talked with the day care director who I respect very much and she says that the problem is not the children, but the pay.... While my son enjoys school after he gets there, we have the problem of him not wanting to go in the mornings, especially Mondays, because he does not know who to expect to greet him.

H.R. 3660 requires that states develop a plan to improve wages and compensation at least for workers in programs serving eligible children.

Protections to Insure Children's Health and Safety

The tragedies resulting from unsafe child care are growing at an alarming rate.

Current child care standards set by individual states vary widely and are often so inadequate that they fail to provide for the most basic safety of the children in these programs.

- Thirty-one states do not establish any maximum group size for preschoolers, while twenty-five states do not set a maximum for infants. Research shows that a small group is the key to each child's learning, health and safety.
- Ten states have no specific health training requirements for staff in child care centers. At least seven states do not require staff to wash their hands, even after diapering youngsters.
- Twenty-nine states have no regulations guaranteeing unlimited parental access to child care centers--another key safeguard of quality and safety. Thirty-five states do not guarantee parents unlimited access to family day care homes.
- Only three states require centers to meet the crucial recommendations of the National Association for Education of Young Children that no more than three infants should be cared for by one person. A low ratio enables a caregiver to pay adequate attention to each infant's feeding needs, safety, and development.

The absence of standards hurts children and families. A 1985 study of child abuse and neglect in North Carolina's day care programs found that complaints against unregistered family day care providers were three times as likely to be severe as those against registered homes. Furthermore, child care centers that were subject to lower state standards and less monitoring were five times as likely to be the subject of serious complaints as programs that met higher state standards and were monitored more frequently.

Child development research clearly shows that low quality care has negative effects on children regardless of income.

H.R. 3660 establishes a bare minimum safety floor for children in both child care centers and family day care homes and targets funds to help child care programs meet standards which would complement state licensing laws. States have five years to meet these basic standards as well as enforcement procedures that will insure greater protections for parents. These protections include the establishment of consumer education programs to help parents make wise child care choices, setting up state child care hotlines for additional child care information, the expansion of trained staff to monitor child care programs and the guarantee of unannounced visits to child care programs. When states meet the goals for standards and enforcement practices, their state match would drop from 20 to 15 percent.

It is difficult to argue with the concept of setting a minimum floor to protect children.

Other provisions to increase the supply of safe child care include requirements that states establish low-interest loan programs to start or renovate child care programs and that they support organizations which offer help to family day care homes and work to recruit new family day care providers.

The passage of the provisions included in H.R. 3660 would represent a first step towards putting this country's child care house in order. This is a modest bill that responds to a set of extraordinarily serious problems that plague our child care system. These problems are not confined to any one community or geographic area. Across this country we hear growing numbers of reports that point to an increasingly vulnerable child care system which threatens the safety of our children. Too many families have faced unspeakable tragedies because they cannot locate or afford decent child care, too many programs are considering closing their doors because they can no longer recruit or retain staff, too many parents have no idea where to turn in their communities to find help in locating minimally decent child care, and too many staff in licensing departments are so overburdened that they cannot do a minimally adequate job of monitoring and providing help to child care programs in their state.

We, along with our fellow members of the Alliance for Better Child Care, urge this Committee to move quickly so that H.R. 3660 can be passed this year.

Thank you.

Mr. **Kildee**. Thank you very much, Madame President, for your testimony.

Before we go on to our next witness, I would like to make a special introduction. We have with us today the first lady of the State of Colorado, Bea Roemer, who is sitting down here in front.

We appreciate your honoring us with your presence today. Thank you very much.

Our next witness is an old friend of mine, Thomas R. Donahue, secretary-treasurer of the AFL-CIO. I will be very objective and listen to your testimony, but I will admit that I have a 32-year-old card in one of your affiliates.

Go ahead, Mr. Donahue.

Mr. **Donahue**. Thank you, Mr. Kildee.

We appreciate the opportunity to appear and the opportunity to appear with a panel of distinguished experts and organizations that have long been concerned with the issues which your bill attempts to address.

I am only here to support that in the fullest measure. Our views are set forth in the testimony which you have, and I won't attempt to summarize that. Others will speak in more detail, I am sure, to the questions of the need for quality care, the need to make that quality care far more available than it is now, and the need to provide that quality care at costs which people can manage.

Let me try to address the issues from the perspective of the AFL-CIO from the perspective of the workers of this Nation and offer you some comments on how the worker has to address this issue.

Most particularly, I look at the cost of child care, and we find that the majority of people are paying about $3000 a year for child care, though it obviously ranges in a very broad range. But if you take a look at the median wage of all full-time wage and salary workers in 1987, you find people at that level making $19,400 a year. If they have two children in child care, they are spending nearly 30 percent of their income for it.

Take a look at the median income of all households headed by women, at $13,000 a year in 1987. A woman with one child is spending 25 percent of that income, with two children nearly 50 percent of that income.

For the person at the minimum wage of $7,000, you can all do the mathematics and figure out what that person has to try to do to survive and what choice is left to that person, how difficult that choice may be between welfare and working at the minimum wage.

Let me just ask you to think of the bill in terms of the large percentage of the members of the AFL-CIO who find themselves in both elements of the group of Americans who seek quality child care: those in the two-parent families where out of necessity both work, and those in the single-parent families.

While the figures suggest, and Mr. Tauke notes, that a high proportion of women in the United State at all economic levels with children under 15 are now in the work force, obviously at the level of the workers who are members of the AFL-CIO, that is a significantly higher proportion of people forced to work.

Workers real earnings have been eroding steadily in the last 10 years, and most significantly in the last seven, with little hope for relief in the short run. That fact alone has pressured families to move into the two-earner category. The cumulative effects of our unfair trade laws, runaway plants, plant closings, offshore production, all the rest of the elements which beset the American worker hurt that worker, hurt the American family and combine to lower the value of many of the jobs both old as well as the newly created jobs and again increase the need for that second income.

From the standpoint of decency and the need for quality care, other witnesses will provide ample testimony.

From the standpoint of national productivity, quality child care at an affordable price could do more than many of the other competitiveness or productivity experiments now going on. A number of studies tell us that the productive worker is not one beset with constant concerns and stresses about what's going on at home or what's going on in the child care arrangements.

We need the skills of those workers if we are going to compete in the world, and this bill ought to be seen as another element of that national drive to be competitive and, in our view, to win that competition.

So, from the standpoint of individual productivity, national productivity, and competitiveness in the world, this bill is important.

Secondly, from the standpoint of equal opportunity for women workers, it is important on the same basis. In the modern family, I think we find a rather attractive sharing of responsibility, and I would note we find that in some old-fashioned families as well. But the reality is that in the vast majority of cases, the responsibility for child care rests most heavily on the woman—and obviously, entirely so in most single-parent families.

To the extent that that woman feels the heavy concern for the child's welfare and is nagged by that all day at work, to that same extent her performance on the job is going to suffer, her opportunities for continued employment and for promotion are going to be reduced.

So, this bill ought also to be seen as another piece of our efforts to ensure equality of opportunity for women and equality of opportunity through quality care for their youngsters, to ensure those youngsters the equal opportunity to develop their play skills, their social skills, and their learning skills, and thereby ensure that they will be able to compete equally with the children of the rich.

On a perhaps more parochial point, let me finally simply stress the need for the improvement in the working conditions of people in this field, which will be at least somewhat aided under the bill's call for State plans to encourage adequate salaries and other compensation for full- and part-time staff in child care programs.

The biggest factor impacting the quality of child care is the qualification and characteristics of the staff. This bill would at least provide some funds for training child care providers, along with that encouragement of the consideration of improving wages and conditions.

In 1984, 90 percent of home care providers and 58 percent of center providers were paid less than the poverty level, with the result of extremely high turnover rates and the loss of skilled and experienced workers and the inability to attract new workers into the field. I am sure that every one of us knows a number of bright, interested young people who came out of our colleges and graduate schools with stars in their eyes and hope in their hearts about the prospect of working in child care and in child development, only to be forced to turn away in a very few years by poverty-level wages. And I assure you that the problem is the same for the aides and others who went to the field.

If you would permit, Mr. Chairman, a small commercial, I would note that those problems will really only be resolved with large-scale unionization of the child care work force.

But in the meantime, the small efforts of the encouragement suggested in this bill are going to help. For all of those reasons, Mr. Chairman, we fully support the bill as a modest effort to address those questions, and we would be delighted to work with you and other members of the committee in forwarding that prospect.

Thank you, Mr. Chairman.

[The prepared statement of Thomas R. Donahue follows:]

88-04

STATEMENT BY THOMAS R. DONAHUE, SECRETARY-TREASURER
AMERICAN FEDERATION OF LABOR AND CONGRESS OF INDUSTRIAL ORGANIZATIONS
BEFORE THE SUBCOMMITTEE ON HUMAN RESOURCES OF
THE HOUSE COMMITTEE ON EDUCATION AND LABOR
ON H.R. 3660, THE ACT FOR BETTER CHILD CARE SERVICES

February 25, 1988

The AFL-CIO appreciates the opportunity to appear here today to share with you our views on one of the most serious social needs of our day--the lack of adequate child care services. We are committed to the view that the family is the key to social stability, community progress and national strength. In the conviction that work and the rewards of work are the foundation of stable family life, unions have sought to advance the welfare of working people and their families through collective bargaining and through legislative and political activity.

Radical social changes have been occurring in recent years which make work and family issues more vital than ever to the health of the American society. More than two-thirds of the entrants into the labor force in the past decade have been women and two-thirds of these women have children--most of whom are under six years of age. By 1990, more than half the labor force will be women and an estimated 33.2 million children under the age of 13 will need to be cared for while their parents are at work.

Such a revolutionary change in the labor force--the substantial growth of two wage earner families and the rapid rise in the number of single parents--has profound implications for families, children and all of society. To experts and advocates who have studied the growing seriousness of the problem as well as Americans in all walks of life who are living through the effects of this transformation, it has become patently clear that a national child care policy and the leadership to achieve it are long overdue.

The AFL-CIO has been urging the Congress for nearly 20 years to commit federal resources to provide early childhood development and quality child care services in communities throughout the country for the children who need them. We have spoken out on behalf of all children who need services--abused and neglected children who require special care, the nearly five million handicapped children, children of single parents locked into welfare because they have no place to leave their children if they go to work, as well as the 26.4 million children under the age of 13 whose mothers are working out of the home.

Though the need has increased dramatically over the years, the role of the federal government has decreased. Indeed, the Reagan Administration has sought the removal of any significant federal role by slashing funding for existing programs and eliminating all federal standards which had been included in the Federal Interagency Day Care Requirements. Its response to the calls for action in this area is to suggest that parents must rely on the free market place, for-profit centers and employer-sponsored programs, with church and community groups expected to fill the remaining void.

Although state and local governments and employers recognize the need to contribute more to fill the current need for child care, the long waiting lists of parents of all incomes for existing centers attest to the inability of the private sector to deal with this problem. The number of employers providing some type of child care assistance to their employees has increased 400 percent in the last 4 years, but that still means that only 3,000 of six million employers provide some type of child care assistance to their employees.

I can speak directly to the much heralded contributions of employer-sponsored child care programs. A number of our unions have with very limited success pursued child care at the bargaining table. The negotiating process on this issue is extremely arduous and in many cases, where the union is able to overcome employer resistance, the result has been merely an agreement to set up a joint labor-management committee to study the problem. In only rare instances does the employer actually participate in providing child care services. It should be noted that the vast majority of our successful negotiations have been with hospitals who see it to their advantage to provide child care in order to attract and keep their mainly female professional staff.

In spite of our minimal success, we will continue to urge our affiliates to negotiate child care assistance for their members through the collective bargaining process. Working women will continue to search for the limited church and other non-profit community-based centers, but many will have to settle for proprietary centers regardless of their cost and the risk of poor quality and unregulated care.

But the evidence is in. All of these efforts--even as they expand to their capacity--will never be enough. For the sake of the nation's children and their parents, it is time that the federal government begin to assume a major role in meeting the nation's rapidly growing child care requirements.

The Act for Better Child Care Services, H.R. 3660, is a well conceived bill designed to address the three major problems with the current child care situation--the quantity, quality and cost of services. Here are the reasons why this committee should give this bill early and favorable consideration.

The number of existing child care service arrangements is totally inadequate to meet the need. There are about 21.6 million children under the age of six in the country today. Although more than half of them have mothers who work, there are only between two and three million slots available with licensed child care providers. There are areas where waiting lists for existing centers number as high as 25,000 children, and in some communities the limited number of centers that provide infant care can accept only one of every three babies for whom care is sought.

If enacted, H.R. 3660 will require the states to carry out an immediate assessment of the child care, both center and family based care, that currently exists in each community. Low interest loans and grants as well as business assistance will be made available for construction and equipment of new facilities as well as for existing centers which need to be upgraded. Money will also be made available to train personnel needed to staff centers. Systems will be put into place to help parents locate services to meet their needs. Each of these measures is essential in eliminating the barriers to increasing the supply of services.

The cost of decent child care--if it can be found--is beyond the reach of all but the most affluent American families.

Although there are significant variations in the cost of child care based on geography, age of child, and type of care ranging anywhere from $1,500 to $10,000 per year--the majority of parents pay about $3,000 per child per year for child care. The median earnings of all full-time wage and salary workers in 1987 was $19,396. With two children in need of day care, the cost in most cases would be nearly 30 percent of the median worker's income. The median income of all households headed by women was $13,008 in 1987. The cost of care for one child would take nearly 25 percent of their income and 50 percent if two children need care.

For the person earning the minimum wage of $6,968 a year the cost of day care for two children would be almost 100% of his or her gross income. It should be noted that over half of the new jobs created between 1979 and 1984 paid less than $7,000 per year. Moreover, over one-fourth of working people are able to secure only part-time employment. Clearly there are millions of people in this country for whom the cost of chld care is simply out of reach.

H.R. 3660 provides that 75 percent of the funds authorized under the Act be spent on helping people pay for child care services. Thus, enactment of this bill will bring relief to many of this growing number of desperate parents faced with supporting their children while leaving them alone or in unsafe settings.

The quality of much of the existing care ranges from barely satisfactory to life-threatening. Throughout the country, there are almost daily reports of children who die because the child care arrangements for them are unsafe. Given the frequency of these tragedies, there can be no one who would deny the need to set minimum basic standards for child care providers. Americans demand that minimum standards be met by hospitals, doctors, nursing homes for the elderly, the restaurants in which we eat, and even the kennels which keep our dogs. The question should not be whether child care providers meet basic standards, but what is the fairest and most effective way of accomplishing that goal.

Existing state child care standards and enforcement efforts are extremely varied--ranging from minimal standards in some states to those that are so lax as to seriously jeopardize the physical well being of children. H.R. 3660 requires that state and local standards be met immediately by all eligible service providers; and, within 5 years, they must come into compliance with national standards to be developed by the National Advisory Committee the Act would establish. The process by which the national standards will be developed involves the participation of a broad range of interests and expertise including a public review process.

The biggest factor impacting the quality of care provided in child care--as in all human service delivery programs--is the qualifications and characteristics of the staff. To ensure the avilability of qualified workers, H.R. 3660 will provide funds to train child care providers and encourages the states to begin to improve wages and provide fair compensation for these employees. In 1984, 90 percent of home care providers and 58 percent of center providers were paid wages less than the poverty level. Understandably, the result has been an extremely high rate of turnover and inability to attract new workers into the field.

To summarize, Mr. Chairman, the AFL-CIO feels that the Act for Better Child Care Services has all the necessary elements to begin to address the nation's current need for child care. It is carefully designed to allow the greatest flexibility, within the priorities established, to provide in-home, school, work or community-based centers which will best meet locally determined needs. Administration, operation and planning will involve a partnership of parents, the community, and state and local government. It will improve the quality, increase the supply and make child care more affordable for low- and moderate-income families.

We strongly urge the enactment of H.R. 3660 so that workers will no longer be forced to choose between economic survival and their children's welfare.

Mr. KILDEE. Thank you very much.

Now, an old young friend, Mary Hatwood Futrell, president of the National Education Association.

Ms. FUTRELL. Thank you very much, Mr. Chairman, and to the members of the subcommittee. It is indeed an honor for me to be here today to testify on what I consider to be one of the most important pieces of legislation before the Members of Congress.

There is an inextricable link between quality child care and educational excellence, but the fact that too many young children's physical and intellectual needs are not met presents a substantial challenge to my colleagues and the teaching profession, to the communities, and to the Nation. Equally troubling is the growing number of children who lack adult supervision before or after school hours.

As I look at the situation in America, I would say to you that currently we have a two-tiered structure regarding child care. For those who can afford it, they have the quality. For those who cannot, they have to take whatever is left, and many times there is very little left.

As Mr. Donahue stated, the average cost is around $3,000 to $3,500 a year per child, and therefore child care is out of reach of literally millions of low-income working families. You have spoken eloquently about Jessica McClure, and I agree with you that she was very, very fortunate to survive. We have heard about Ashley Snead, who died because her child care provider gave her a drug overdose, and about Germane James and his friend Amanda, who died in a fire. And we could go on and on with tragic stories about what has happened to children because they have not had access to a child care program.

I was also very struck by a story I read a week or so ago in the Los Angeles Times, speaking about the fact that many, many parents are now beginning to take their children or tell them at least to go to the public library and stay there because there is no place for them to go. And so we find nationwide hundreds of thousands of children on a daily basis being taken to the library so that they at least hopefully have a safe place to stay until mom or dad can come and pick them up. And sometimes mom and dad don't pick them up, and so we have to find places for them.

I would submit to you that the situation we face in the United States regarding child care is not only desperate, but it is tragic. The United States is the only industrialized nation except Italy that does not provide universal child care.

I have seen firsthand the quality of public school child care programs in France, for example, making the contrast with our inadequacy in this area that much more disturbing, not only for its educational consequences but for its impact on the very lives of affected children.

We believe that there is an essential and an appropriate Federal role in the establishment, support, and promotion of quality, affordable, and accessible child care. The Federal Government must establish high standards for the preparation and certification of child care providers. The Government must make sure that we have high standards of health and safety in child care programs, and it must assure that child care legislation is in compliance with constitutional law and State and Federal statutes regarding the separation of church and State and protection of civil rights.

Given that promoting educational excellence should be a key objective in providing child care, child care programs must be conducted with a high degree of cooperation with the public schools and with the involvement of parents.

NEA is pleased that Congress has signaled its recognition of the importance of child care by consideration of the Act for Better Child Care, H.R. 3660. NEA strongly supports the bill, as introduced, and we urge your support for its enactment.

There is a growing awareness of the tremendous need for quality, affordable child care in this country. Many indicators point to the breakdown of the extended family. I was fortunate when I was growing up, even though my mother could not afford child care. We did have a very strong extended-family concept, and so my sister Ann and I were able to have family members to take care of us.

We are very much aware of indicators such as the number of two-income families that cannot afford to live on one income, the number of one-parent families and families with special needs, such as teenage mothers and low-income families. Demographics clearly show that the need is growing. All the statistics that we have seen indicate that the situation will become far, far worse as we move toward the 21st century.

But it is generally agreed that child care and early educational services serve only, as Mrs. Edelman said, a fraction of the constituencies, especially low-income, single-parent, and non-English-speaking families, the people who desperately need the help.

Hundreds of thousands of children, I am told by kindergarten, first, second, and third grade teachers, these children are coming to school unprepared for formal schooling. Many have poor vocabulary skills. They lack the ability to recognize shapes and colors. They have the most fleeting attention spans. They lack basic social skills and personal habits and suffer from poor health, poor nutrition, and low self-esteem. And these are the children who present the most formidable challenge in the effort to provide true equality in our educational system and in our society.

It is not only educators and researchers and social scientists and parents who have turned their attention to the needs of our preschool youth. Economists, business leaders, and others dedicated to preserving America's place as a world leader now recognize that nutrition, health care, and education, including early childhood education, are essential elements in the drive to maintain our prosperity.

In our view, the Act for Better Child Care, H.R. 3660, represents a major step forward in our Nation's commitment to the national goals of full social and economic opportunity for all citizens. The proposed legislation recognizes that there is a need to ensure the health and safety of children in day care centers and that there is a need to promote cooperation among child care providers, families, and other social agencies, including the public schools.

We are particularly pleased that the legislation before you includes a provision that would set aside Federal funds for public school preschool programs, and it would also encourage coordination of other child care services with the public schools. Public schools are an important national resource, not just as facilities but in terms of the training, experience, and expertise of public school employees.

There is no question that making quality child care accessible to the people who need it is expensive. But I would like to ask you to consider what will happen if we do not. The costs of the alternatives cannot be counted only in terms of dollars; they must also be tallied in human lives.

Authors of a study of the Perry Preschool Program concluded that the return on the investment in the program was approximately six times—six times—the $5,000 cost for one year of the program. But they warned that unless program quality is carefully defined and maintained, an early childhood program is just another place for a child to be.

We have a choice—and I believe that that choice is extremely clear—between using public resources to provide wider and wider educational opportunities or paying later for remedial educational or social services. We have a choice of providing for child care programs today, or we pay later by having to expend more for welfare, unemployment, and for people who end up in jail. America's children will be the ones to meet the challenges of tomorrow. We share an obligation to meet their needs today.

Thank you very much for the opportunity to testify before you, and I certainly hope that the Members of Congress will vote overwhelmingly to support this legislation.

[The prepared statement of Mary Hatwood Futrell follows:]

LEGISLATIVE INFORMATION

TESTIMONY
OF THE
NATIONAL EDUCATION ASSOCIATION

ON

ACT FOR BETTER CHILD CARE SERVICES

H.R. 3660

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

EDUCATION AND LABOR COMMITTEE

U.S. HOUSE OF REPRESENTATIVES

PRESENTED BY

MARY HATWOOD FUTRELL

NEA PRESIDENT

FEBRUARY 25, 1987

MARY HATWOOD FUTRELL, President • KEITH GEIGER, Vice President • ROXANNE E. BRADSHAW, Secretary-Treasurer
DON CAMERON, Executive Director (202) 822-7300

Mr. Chairman and Members of the Subcommittee:

I am Mary Hatwood Futrell, president of the National Education Association which represents nearly 1.9 million education employees in elementary and secondary, vocational, and postsecondary education institutions.

NEA is pleased that Congress has signalled its recognition of the importance of child care by consideration of the Act for Better Child Care, H.R. 3660. NEA strongly supports the bill as introduced, and we urge your support for its enactment.

I appreciate the opportunity to share with you our views on this legislation. My remarks today will focus on just a few elements of this vitally important issue.

First, there is an inextricable link between quality child care and educational excellence. Educational researchers, psychologists, and social scientists agree that one cannot overstate the importance of the early childhood years in relation to future success in school or in life. Whether preschool children spend the majority of time at home with their parents or another adult family member or whether they are cared for in a child care facility or some other arrangement, these children must have opportunities to explore the world around them, to grow physically, emotionally, and intellectually. The fact that too many of these children's physical and intellectual needs are not met presents a substantial challenge to my colleagues in the teaching profession, to our communities, and to our nation. Equally troubling is the growing number of older children who lack adult supervision before or after school hours.

Second, there is an essential and appropriate federal role in the establishment, support, and promotion of quality, affordable, and accessible child care. Moreover, the federal government has a particular interest in the support of child care for children at risk.

Third, given that promoting educational excellence should be a key objective in providing child care, child care programs must be conducted with a high degree of cooperation with the public schools and with the involvement of parents of children served in federally supported child care programs.

Fourth, to assure the success of these programs, the federal government must establish high standards for the preparation and certification of child care providers.

Fifth, the federal government must establish high standards of health and safety in child care programs.

Sixth, the federal government has a responsibility to assure that child care legislation is in compliance with constitutional law and state and federal statutes regarding the separation of church and state and the protection of civil rights.

And finally, federal funding for these programs should be viewed as an investment in our nation's future, with appreciable benefits for our educational system, economic vitality, and national security.

Children At Risk

There is today a growing awareness of the tremendous need for quality, affordable child care in this country. Many indicators point to it — the breakdown of the extended family, the number of two-income families, one-parent families, and families with special needs, such as teenage mothers and low-income families. Demographics clearly show that the need is growing. In 1986, some 60 percent of the mothers of 3- to 5-year-olds were in the labor force — 59 percent of the mothers in two-parent households, 79 percent of single mothers. In 1984, the number of preschool-aged children was 21.2 million, and the under-six population is expected to rise to 23 million by 1990. Almost 20 percent of these children are nonwhite; about one-fourth live in poverty. By 1990, the number of children under six living in poverty is expected to be 5.8 million; 3.9 million will live in single family homes.

Comprehensive national data on the availability and characteristics of preschool programs do not exist, but it is generally agreed that child care and early educational services serve only a fraction of the constituencies — low-income, single parent, and non-English-speaking families — that should be served.

At the same time, some 27 percent of all high school students nationwide do not graduate, and approximately one-third of all Black youths and one-fourth of all Hispanic youths do not finish school. In many urban centers and in some states, the majority of minority youth do not finish school.

What is perhaps most disturbing about these figures is that we all know that educational programs — and developmental programs prior to the regular school experience — can make a tremendous difference in offsetting these disadvantages. Teachers have long understood the importance of early childhood education. Whether it takes place in the home or in a child care setting, it's important that children learn the ABCs, how to count, and to recognize colors and shapes, as well as social skills and good personal habits at an early age. We are not talking about a rigorous, "superbaby" curriculum, but appropriate developmental activities designed to ensure that children are fully prepared for school.

Hundreds of thousands of children enter school each year unprepared. Many have poor vocabulary skills, have the most fleeting attention spans, and suffer from poor health care, poor nutrition, and low self-esteem. These are the children who present the most formidable challenge in the effort to provide true equality in our educational system and in our society. These conditions present a serious challenge to a nation striving to improve its educational system so that more of its citizens are fully prepared to be successful in the workplace and in life. And yet for a variety of social and political reasons we have not yet taken affirmative steps to deal with these problems in a comprehensive manner.

It is not only educators, researchers, and social scientists who have turned their attention to the needs of our preschool youth. Economists, business leaders, and others dedicated to preserving America's place as a world leader now recognize that nutrition, health care, and education — including early education — are essential elements in the drive to maintain our prosperity.

It's clear that the answer to these needs will require a cooperative effort among families, educational institutions, and other social services. In no way do we diminish the importance of parents and other family members in the developmental and educational process. But far too many American families have had to struggle to meet their children's needs, and their own economic needs, without help from any quarter.

In addition, according to the National Institute of Child Health and Human Development, there are more than 2 million children aged five through 13 who are not supervised by an adult after school, and approximately 2.4 million children are in self-care before school, after school, or at night, or are in the care of someone under age 14. Some 230,000 5- to 7-year-olds are in self- or sibling care after school, and 32,000 of these are left alone for three or more hours. We can expect these numbers to increase. Under current projections three-fourths of all school-age children and two-thirds of all preschool children will have mothers in the work force by 1995, according to the Bureau of the Census.

Care for our youngest children is vital, and so is the need for pre- and post-school care. Pre- and post-school care should be part of a comprehensive plan developed for our children. Utilizing unused public school buildings after hours, during holidays, and during school vacations makes for sound social and fiscal policy, and should therefore be considered as we look for efficient and effective ways to address the needs of affected children and youths.

Cooperation with Public Schools

We are particularly pleased that the legislation before you includes a provision that would provide a minimum 10 percent set-aside of federal funds for public school preschool programs, and would also encourage coordination of other child care services with the public schools. Public schools are a important national resource, not just in terms of facilities, but it terms of the training, experience, and expertise of public school employees. Moreover, a high degree of coordination between public school employees and child care providers inside and outside the public school system can help assure that transition between preschool and school both reassures to the child and the families and contributes to the child's academic and intellectual development.

In addition, we support the development and maintenance of appropriate programs before and after school that include study-skill sessions, counseling, and guidance in addition to recreational activities. And we support the availability of on-site care for children of school-age youth so that teenage parents have a full opportunity to finish school, and their children are ensured a good start in life.

Coordination of child care and the public schools could be greatly advanced by requiring that the national board for maintaining child care standards include as members public school teachers.

Child care itself is important, but NEA's emphasis will always be on childhood education. For many years NEA has maintained that the demands of today's world have reached the point that the education of four-year-olds is an essential element for success in school and in life. We look forward to the day — and that day must come — when every four-year-old in America has access to free, appropriate educational opportunities in the public schools. But at the same time, we must work toward a comprehensive plan that will take into account the needs of both pre-school and school-age youth.

The Act for Better Child Care

NEA members have long advocated pre-kindergarten childhood education programs within the public school system as well as meaningful before and after school programs for "latch key" children. In our view, the federal government should help to organize and support public school child care which includes appropriate developmental curriculum and special education. These programs must be staffed by trained and certified personnel and trained support staff. We recognize, however, that we are still a very long way from having sufficient capacity in our nation's public schols to provide quality child care for all who need or desire it. As a result, we have been working to improve the quality and availability of child care through a wide variety of providers and to enhance coordination between child care providers and the public schools.

To this end, NEA was a founding member of the Alliance for Better Child Care, a diverse group of more than 100 organizations concerned with our nation's children and our nation's future. NEA is committed to the principles of the Alliance that quality, affordable child care is an important national need and that the federal government has a responsibility to help establish and support child care programs, particularly for disadvantaged families and others with special needs. Moreover, we believe that the federal emphasis should be on ensuring high standards for health and safety, for the preparation and certification of child care providers, and for the quality of child care programs and activities.

In our view, the Act for Better Child Care, H.R. 3660, represents a major step forward in our nation's commitment to the national goals of excellence and equity in education and full social and economic opportunity for all citizens. It demonstrates a recognition of the present realities regarding the American family, the relationship of individual needs and the national economy, and the relationship between the quality of programs that serve our youngest citizens and the quality of life for Americans in the future. The proposed legislation recognizes that there is a need to ensure the health and safety of children in day care centers, that there is a need to promote cooperation between child care providers and families, between public and private institutions, and among child care, health care, educational, and other social agencies at the local, state, and federal level.

The proposed legislation has many features that we believe are essential to making the federal government a positive force in the drive to promote and support quality child care. H.R. 3660 requires that providers be properly trained and licensed. And it requires that child care centers provide developmental programs appropriate for each age group. These features are essential if a key objective of making child care widely available is to enhance the national drive for excellence in education.

The NEA has historically been deeply concerned that federal resources not be provided to nonpublic and sectarian schools. We recognize that this legislation would permit public funds to be used by such providers. And we are prepared to accept this as long as Congress assures that none of the funds appropriated for these programs would be used for sectarian purposes, practices, or in ways that would have a sectarian effect.

Moreover, this legislation makes a clear delineation between child care services and educational programs. We believe this delineation is crucial. Funds appropriated for child care of school-age children must not be used for any services provided to students during the regular school day, for which students would receive academic credit, or that would supplant or duplicate the academic program of any school.

In addition, NEA believes that discrimination cannot be tolerated by a nation committed to equal opportunity. The present legislation includes prohibitions against discrimination by child care providers. Such prohibitions are an essential element of this bill.

Finally, concerning the provision of vouchers for child care programs under H.R. 3660, NEA would have preferred that assistance to eligible families under this Act be provided through a public agencies. And it is our hope that ultimately many of the child care needs of families will be met through cooperative efforts of federal, state, and local government — including the public schools. But given the urgency of child care needs, we are willing to accept this mechanism for child care. However, it must be well understood that there are vast differences between child care and public education. NEA will continue to oppose vouchers for the provision of education services at the elementary and secondary level.

Funding issues

There is no question that making quality child care accessible to the people who need it is an expensive proposition. In 1986, the National Governors Association Task Force on Readiness calculated that to serve an estimated 730,000 four-year-olds at risk at a per child cost between $3,500 and $4,000 would cost between $2.6 to $3 billion.

But the costs of the alternatives cannot be counted only in dollars; they must be tallied in human lives. The Perry Preschool Program produced a cost-benefit analysis that showed that participants had improved school placement and achievement in the school years, decreased delinquency and crime, use of welfare assistance, and incidence of teenage pregancy, and increased high school graduation rates and frequency of enrollment in postsecondary institutions compared to similar children who did not participate. The authors of the study concluded that the return on the investment in the program was approximately six times the $5,000 cost for one year of the program.

It is important to make a distinction between the Perry Preschool Program and child care in general. In a 1986 article for Educational Leadership, L.J. Schweinhart and J.J. Koshel stated, "Unless program quality is carefully defined and maintained, an early childhood program is just another place for a child to be...If an early childhood program is to promote healthy child development, research and experience show that it must be conducted to high standards of quality by competent child development professionals who establish an environment that supports active learning by the child."

The federal government is already the largest source of funding for programs for three- and four-year-olds, providing as much as 85 percent of the public funding for such programs, according to the National Center for Education Statistics. This assistance, provided primarily through Head Start and Title XX Social Service block grants, is important. However, the largest federal expenditure for child care, the Dependent Care Tax Credit, is largely irrelevant to the incomes of poor families.

Up to now, the provision of federal assistance for child care has been a piecemeal approach. Head Start, for example, serves an estimated 450,000, or approximately 16 percent of the eligible children. We need a more comprehensive approach to the needs of working families.

The $2.5 billion that would be provided for child care programs under H.R. 3660 is a reasonable, responsible approach to the needs of America's children and families, particularly when it is viewed — appropriately — as an investment. Federal funding assistance for child care programs is an important compliment to increased federal support for public education. We ask your support for this figure as budget authority for the Act for Better Child Care, and urge you to support appropriations to fully fund these programs.

Conclusion

In short, educational, economic, and social research all point to the need for quality, affordable child care. The question that remains before us, as a nation, is how will we achieve that goal?

Is child care the responsibility of parents? Yes, there is no question that parents must be involved in a variety of ways, personally and as the clients of child care providers. As parents they must assume the responsiblity to assure that their children's physical, emotional, and developmental needs are met. And, as citizens, they must take part in the effort to promote quality child care facilities through a cooperative effort of private entities, local, state, and federal government.

Is child care the responsibility of local and state governments? Yes, as the governments closest and most responsive to the people, local and state governments must assume the responsibility for monitoring private child care providers to ensure the health and safety of children served in these programs. They must also take part in the direct provision of child care, particularly for those who, primarily for economic reasons, do not have recourse to private child care. It also is a local and state responsibility because these communities will be the first to experience the repercussions of our society's decision to make quality, affordable child care available or not. The spending choices we make today will truly determine what our spending priorities will be in the next generation. We have a choice, a clear choice, between giving our children a solid foundation and using public resources to provide wider and wider educational opportunities, or simply allowing children to make it the best they can and paying later for remedial educational and social services.

Is child care the responsibility of the federal government? Yes, as the only entity capable of defining and implementing national goals, the federal government has a responsibility to send a message that appropriate child care is a national need. It must be involved in establishing high standards for health and safety, preparation and certification of child care providers, and for protecting the civil rights of participants. In addition, federal government can conduct research and development activities with an eye toward disseminating effective child care programs, projects, and procedures.

We look forward to working with you in the future to establish a national initiative that will improve the quality of care for America's youngest citizens. In that these children will be the ones to meet the challenges of the future, we share an obligation to meet their needs today.

Mr. **Kildee**. Thank you very much for your testimony.

Ms. Audrey Russell, Child Advocacy Working Group, of the National Council of Churches.

Ms. **Russell**. Thank you, Mr. Chairman, members of the subcommittee. I am Audrey Russell, recently retired as a director of church and community involvement of the then-Lutheran Church in America. I appear before you today representing the Child Advocacy Working Group of the National Council of the Churches of Christ, from its division Church and Society. I have been a member of both that group and the NCC's child day care project for several years.

The NCC is the principal ecumenical organization in the United States through which 32 Protestant, Orthodox, and Anglican church bodies with a combined membership of 44 million Christians make a common witness to their faith and work together to serve the churches and the world.

In our policy statement on child day care, adopted in November of 1984, the governing board of the NCC said, and I quote, "Children's needs must be met for the sake of children and for the sake of the family and society as a whole. Children from all income levels need care. Thus, access to services must be available to the poor, the middle class, racial and ethnic minorities, and the affluent. Child care at its best is a family-strengthening service, not a family-replacement service. Its objective is to support families in their efforts to provide their children with a total atmosphere conducive to meeting children's needs for wholesome mental, emotional, and spiritual development."

Child care is a matter of great concern to the religious community for many reasons, one of which is that the church is the largest provider of church-based care in the United States. There are no precise figures on the extent to which child care is provided through the total religious community. But in the early 1980's the National Council of Churches conducted a survey among 15 of its own member communions. In conducting the study, we mailed questionnaires to over 87,000 churches, receiving 25,000 responses, reporting that over 14,500 programs were being operated in nearly 9,000 churches.

Additionally, we know that denominations not within our membership also conduct child care programs in large numbers.

It is clear from the programs operated within our member communities that churches make a significant contribution to child day care both through providing space and through services given by the churches and their members. In a high proportion of these facilities, the host church provides rent-free space. It also provides utilities, janitorial services, and building repairs at little or no cost to the day care centers.

Many of the churches also subsidize enrollment costs for children from low-income families. In nearly every case, the church provides some sort of subsidy to the program operated within its walls.

As more and more mothers of young children are employed outside their homes, the need for safe, affordable, quality child care has reached crisis proportions. All too often we hear stories about children left either unattended or in unsafe child care settings where they become the victims of tragedy.

A civilized society simply cannot tolerate a situation in which our most vulnerable people are left unprotected. We must make and implement a national commitment to provide quality child care to every child in the country who needs it.

We are grateful that Congress has recognized the importance of this issue by holding these hearings and by considering a number of bills that would contribute to solving the child care problem. We are particularly supportive of the Act for Better Child Care Services. This bill addresses most of our concerns about child day care. The ABC bill would increase the supply of quality day care available to children in low-income families.

We have long known that the lack of affordable child care is one of the main factors that keeps women in families on welfare from working outside their home. With 75 percent of its funds targeted on families with low and moderate incomes, this bill would make a tremendous contribution to the well-being of the working poor.

By using both certificates and contracts to pay for care, ABC would give families the ability to choose either family day care or center-based care. Since the bill also provides funds to upgrade facilities and train providers, it would improve the quality of care.

Because providers will be reimbursed at market rates, they would be then able to assume the extra financial burden of guaranteeing quality trained staff because of their increased ability to pay decent salaries, a matter which is of particular concern to us. In 1984, over 90 percent of private household child care workers and 58 percent of all other child care workers earned less than poverty-level workers. This situation must be corrected both in the interest of equity and for the good of our children. The current high turnover in child care providers deprives youngsters of the stability in relationships which is so important in their development.

We are especially pleased with the provisions in the ABC bill related to standards and licensing for child care providers. In order to receive funds under this bill, a State must adopt and enforce limited national health and safety standards over a five-year period, one set for centers and one for family day care homes. Although we know that some States exempt churches from complying with their existing child care standards, we have urged the churches in our member communions not to apply for exemption but to comply with their State regulations because we believe churches should not be in the business of providing unregulated or inferior child care.

Mr. Chairman, I thank you for holding this hearing and for giving us the opportunity to appear before you. We look forward to working with you and the members of your committee as you consider the issue of comprehensive child care legislation.

[The prepared statement of Audrey Russell follows:]

Testimony on Child Care Legislation

Presented before the
Subcommittee on
Human Resources
of the House Committee on Education and Labor

by Ms. Audrey Russell
on behalf of the National Council of Churches
February 25, 1988

Mr. Chairman, I am Audrey Russell. I have recently retired as the Director for Church and Community Involvement of the Lutheran Church in America, which on January 1 of this year merged with two other Lutheran bodies to form the new Evangelical Lutheran Church in America. I appear before you today representing the Child Advocacy Working Group in the Division of Church and Society of the National Council of Churches of Christ in the USA. I have been a member of that group and the NCC Child Day Care Project for many years.

The NCC is the principal ecumenical organization in the United States through which 32 Protestant, Orthodox and Anglican church bodies (see attached list) with a combined membership of 44 million Christians make a common witness to their faith and work together to serve the churches and the world. While I do not purport to speak for all members of the communions constituent to the National Council, I do speak for our policy-making body, the Governing Board, whose 260 members are selected by those communions in numbers proportionate to their size.

In our Policy Statement on Child Day Care, adopted in November of 1984 (copy attached), the Governing Board of the NCC said:

> ...children's needs must be met, for the sake of children and for the sake of the family and society as a whole. Children from all income levels need care; thus access to services must be available to the poor, the middle class, racial and ethnic minorities and the affluent. Child care, at its best, is a family strengthening service, not a family replacement service. Its objective is to support families in their efforts to provide their children with a total atmosphere conducive to meeting children's needs for wholesome mental, emotional and spiritual development.....
>
> Today most American children are the recipients of some form of child care service and, as likely as not, that service is housed in a church building. The church, like the society, is generally without a coherent child care policy. The continuing absence of a national child care policy on the part of the government is not in the best interests of children. The absence on the part of the church -- the largest single provider of child care -- is a serious detriment to its child care ministry.

Child care is a matter of great concern to the religious community for many reasons, one of which is that the Church is the largest provider of center-based care in the United States. There are no precise figures on the extent to which child care is provided throughout the religious community. In the early 1980s the National Council of Churches conducted a survey among 15 of its member communions. The results of this work were published in a 1983 book entitled When Churches Mind the Children, published by High/Scope Press.

In conducting the study, we mailed questionnaires to over 87,000 churches. We received responses from over 25,000 of them, reporting that over 14,500 programs were being operated in nearly 9,000 churches. Of course, we cannot draw any conclusions about the extent to which child care is given by denominations not within our membership, but we do know that they, too, conduct child care programs in large numbers.

It is clear from the programs operated within our member communions, that churches make a significant contribution to child day care, both through providing space and through services given by churches and their members. For example, among the centers operated by the host church, over 65% use space without any rent charge. Among the programs that are independently operated in churches, 21% get free space. Over 20% more in each category are charged rent that is below the market rate.

In a high proportion of these facilities, the host church provides utilities, janitorial services, and building repairs at little or no cost to the day care center. Many of the churches also subsidize enrollment costs for children from low-income families. In nearly every case, the church provides some sort of subsidy to the program operated within its walls (98% for church-operated programs and 87% in independently operated ones).

The religious community is uniquely suited for providing child care. Churches are located in communities where people live, and where the need for child care is centered. The rooms used for child care are often constructed specifically for the housing of children and have child-sized equipment. The buildings would often be nearly empty during the week if they did not house child care programs. In our Policy Statement on Child Day Care, the Governing Board of the NCC said:

> With respect to space, location, and tax exempt status, the National Council of Churches and its member communions should conscientiously and imaginatively offer their varied resources as local parishes take on the mantle of provider of child care services and enable local parishes in a child care ministry. Thus, the church can serve as an advocate for child care in its own life and provide a model of stewardship for child care to the society at large.

As more and more mothers of young children are employed outside their homes, the need for safe, affordable, quality child care has reached crisis proportions. All too often we hear stories about children left either unattended or in unsafe child care settings where they become the victims of tragedy. A civilized society simply cannot tolerate a situation in which our most vulnerable people are left unprotected. We must make and implement a national commitment to providing quality child care to every child in this country who needs it.

We are grateful that Congress has recognized the importance of this issue by holding these hearings and by considering a number of bills that would contribute to solving the child care problem. We are particularly supportive of the Act for Better Child Care Services. This bill addresses most of our concerns about child day care.

The ABC bill would increase the supply of quality day care available to children in low-income families. We have long known that the lack of affordable child care is one of the main factors that keeps women in families on welfare from working outside their homes. With 75% of its funds targeted on families with low and moderate incomes, this bill would make a tremendous contribution to the well-being of the working poor.

By using both certificates and contracts to pay for care, ABC would give families the ability to choose either family day care or center-based care. Since the bill also provides funds to upgrade facilities and train providers, it would improve the quality of care.

Because providers will be reimbursed at market rate, they will be able to increase the wages they pay to child care workers, a matter which is of particular concern to us because many of these individuals are women who are themselves heads of low-income families. In 1984, over 90% of private household child care workers and 58% of all other child care workers earned less than poverty-level wages. This situation must be corrected both in the interest of equity and for the good of our children. The current high turnover in child care providers deprives youngsters of the stability in relationships which is so important to their development.

We are especially pleased with the provisions in the ABC bill related to standards and licensing for child care providers. In order to receive funds under this bill, a state must adopt and enforce limited national health and safety standards over a five year period -- one set for centers and one for family day care homes. Although we know that some states exempt churches from complying with their existing child care standards, we have urged the churches in our member communions not to apply for exemption but to comply with their state regulations, because we believe churches should not be in the business of providing unregulated or inferior child care.

Mr. Chairman, I thank you again for holding this hearing and for giving us the opportunity to appear before you. We look forward to working with you and the members of your Committee as you consider the issue of comprehensive child care legislation.

MEMBER COMMUNIONS
of the
National Council of the Churches of Christ in the U.S.A.

African Methodist Episcopal Church
African Methodist Episcopal Zion Church
American Baptist Churches in the U.S.A.
The Antiochian Orthodox Christian Archdiocese of North America
Armenian Church in America
Christian Church (Disciples of Christ)
Christian Methodist Episcopal Church
Church of the Brethren
Coptic Orthodox Church in North America
The Episcopal Church
Evangelical Lutheran Church in America
Friends United Meeting
General Convention, The Swedenborgian Church
Greek Orthodox Archdiocese of North and South America
Hungarian Reformed Church in America
International Council of Community Churches
Korean Presbyterian Church in America
Moravian Church in America, Northern and Southern Provinces
National Baptist Convention of America
National Baptist Convention, U.S.A., Inc.
Orthodox Church in America
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Philadelphia Yearly Meeting of the Religious Society of Friends
Polish National Catholic Church of America
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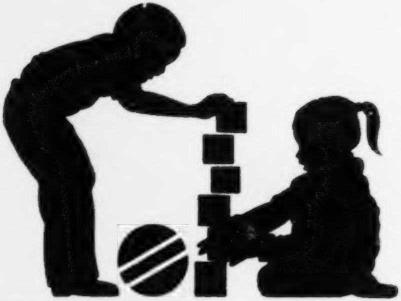
Progressive National Baptist Convention, Inc.
Reformed Church in America
Serbian Eastern Orthodox Church
Syrian Orthodox Church of Antioch
Ukrainian Orthodox Church in America
United Church of Christ
The United Methodist Church

POLICY STATEMENT ON CHILD DAY CARE



Adopted by the
Governing Board of the National Council of Churches
November 7, 1984

85-142 - 88 - 3

I. Social and Theological Rationale

A. The Cresting Tide of Need

The awareness of need for child day care in the United States is not new, nor is the forging of a public policy to undergird such care. Historically, such policies were forged in times of war and national crises and were adopted to address other national priorities. Thus, public policies regarding child care have not been developed from a primary motivation to meet the needs of children or to strengthen families.

Formalized child day care, the programs provided to preschool children outside of their homes, has only recently become a feature on the American family landscape. Late in the nineteenth century "day nurseries" served factory and mill workers, the poor, and the rapidly increasingly immigrant population. Day care centers sprang up during both world wars to accommodate the children of women working to support the war efforts. Any suggestion of child care outside such emergencies was once thought to be a remedial program for pathological families, but child care today has become an American norm. In the last decade child day care has emerged with a sense of permanency and service to all social classes. Since 1980 a majority of mothers of children under five has been employed outside the home. Other trends in birthing patterns and divorce rates have contributed to the rise in the need for child care both full day and part day.

Since child care services were historically associated with families most in need, they were often looked upon with disdain. Today's economic realities have not succeeded fully in removing the stigma attached to working mothers. And the nation continues to witness to dramatic changes in family life:

- more parents of both genders and all socio-economic classes are entering the labor force, returning to school and job training programs;
- there are more divorces, separations, and unmarried parents;
- there are no indications of a future decline in the numbers of single parent families with young children;
- there are more families with one or two children, thus fewer siblings are at home, and there is less opportunity for children to gain important socialization experiences;
- more men and women with established career patterns are having children later in life, making it more likely that they will remain in or rejoin the work force.

In the face of these trends, children's needs must be met, for the sake of children and for the sake of the family and society as a whole. Children from all income levels need care, thus access to services must be available to the poor, the middle class, racial and ethnic minorities and the affluent. Child care, at its best, is a family strengthening service, not a family replacement service. Its objective is to support families in their efforts to provide their children with a total atmosphere conducive to meeting children's needs for wholesome mental, emotional and spiritual development.

Today most American children are the recipients of some form of child care service and, as likely as not, that service is housed in a church building. The church, like the society, is generally without a coherent child care policy. The continuing absence of a national child care policy on the part of the government is not in the best interests of children. The absence on the part of the church — the largest single provider of child care — is a serious detriment to its child care ministry.

B. The Role of the Church

Child care is of urgent concern to all families with children and to the country. Child care must also be an urgent pastoral and prophetic concern for the church.

Today, the church plays a major and primary role as a provider of child care and child care facilities within the nation. For that reason communions are in a unique position to affect child care policies within the society. To date, the church as a whole has been unaware, ill-informed or indifferent to its role and responsibilities to the pressing national concerns of child care. In addition to its large-scale role as provider the church may now find a major leadership role in the development of public policy in this area of human service.

Because of the magnitude of the present involvement of local churches in child care, the church has a deep, overriding responsibility to initiate, encourage and participate in a national dialogue on child care. Such a dialogue should ultimately yield a coherent and equitable national plan for child care. This plan should involve all sectors of society and should replace the disarray which presently characterizes child care policy. Existing policies lack coherence as well as equity for all children.

Child care concerns are not of a fleeting nature, but pose enduring issues which reach deep into the nation's life. At the heart of a debate lies the future well-being of America's children and families. The church can enrich and strengthen, as well as gain much from its leadership and participation in a national dialogue about child care.

In engaging in that national dialogue the church is consistently guided by its vision that child care services must be: available to all families on an equitable basis, draw resources from all sectors of the society, support the development of the child and the stability of the family, and be regulated in such a manner that encourages the development of a variety of program types of high quality in which health and safety are assured. Finally, the church comes to that dialogue prepared to acknowledge its own responsibility to work for quality child day care as a part of its larger ministry to families and the society.

C. A Vocation for the Church

Scripture is replete in both Old and New Testaments with instruction to the faithful to do justice and to provide nurture to persons, including the young. In its historical witness the church through its sacraments, as in baptism and its rituals, as in dedication of infants, has sought to remain faithful to these scriptural injunctions. Family life, too, has long been and remains an important area of ministry at all levels of the life of the church. Drawing from this history, Christians today are called to service in seeking reconciliation and the biblical *shalom* — within families and within the larger society. The church seeks to offer the Good News of Christ to families and to support them in their critical activity of child rearing. The ministry of child care is yet one more way in which the Christian community is called to extend both the nurturing ministry of the church and the prophetic proclamation of justice to children, families, parishes and the society. Few in our society are as vulnerable as children, dependent as they are upon adults for all means of support — material, emotional, physical and spiritual. Called to witness to God's love and to love of neighbor in advocacy for child care, the church finds again its vocation, and individuals their ministry, in enabling persons to live the lives for which they were created.

Therefore, the church does not come to the complex question of child care devoid of resources. In addition to buildings, so commonly used to house child care programs, the church brings a theology and tradition that offer much to the pursuit of a more authentic understanding of child care.

II. The Church as Child Care Advocate — In Its Own Life

A. Toward Intentional Mission

Child care within local parishes must be assessed as an authentic expression of discipleship as understood by the host congregation. Thus, whether the child care program is church-operated, or merely church-housed, the governing body of the church should be conscientious about its involvement in child care. Congregations must remember that the church's name, reputation and integrity in the community are called to account by all programs offered in their building. Parents who deliver their children at the door of the church believe that they are entrusting these children to the care of the church. The church must never, therefore, see itself solely as the landlord or custodian of a child care program. Refusing to enter casually into child care, the congregation will wish to offer all its services of work and worship to children and families which enter its doors. As a policy, congregations housing child care need to clarify their own sense of ministry, preparing printed materials to interpret its sense of ministry to others. All services of the church should be offered to families using the child care program. However, participation in a program of worship or mission should not be required as a prerequisite for participation in child care. Through use of its facilities or through the operation of a day care program, the church is carrying on a ministry which should be consistent with the larger conception of mission held by the church. A variety of conceptions of ministry may instruct the congregation in offering child care. Some of these may include:

1. Evangelism — In some instances the church will view its child care programs as outreach and evangelism, intending a ministry which proclaims the Gospel of Jesus Christ in a clear and direct manner. If this is the case, the intentions and purposes should be clearly stated to parents so that their decisions can be well informed.

2. Ministry/Service Child care may be a parish program intended as a service to the church's own members, an expression of pastoral care and nurture. If so, the assumption should be made explicit that participation in the child care program implies a further commitment to the church.

3. Community Ministry — If the church wishes to use its resources for the good of the community as a whole, the church must make clear that it is providing a community service *without* regard for religious belief, gender, class, race, or national origin and that as a program is part of a broader inclusive ministry. In such an instance religious education is not a component of the program. Once again, the church must express clearly its expectations of the families that participate in the child care program.

4. Ministry to Unserved or Underserved Populations — The church may decide that it is called by its social justice ministry to focus its concern on children with special needs. These might include children from migrant and refugee families, children who have been abused or neglected, or who may have emotional or physical disabilities, or for whom English is a second language. If the governing body of the church has made this determination, the church must clearly interpret its call to minister to this particular population. Criteria must be set forth defining the requirements for entrance into the program. This ministry may involve complications and will call for particular expertise, but may be the most urgently needed and most supportive for the families being served. Ordinarily, these programs will be non-sectarian and have no Christian education component.

These conceptions of ministry are suggestive, not exhaustive, and do not rule out programs such as "mother's morning out," and parent cooperative nursery schools, which may represent the ministries of some churches. In each instance the church must see itself as an inclusive community.

In all of the above categories of ministry, clear understanding of purpose and constancy are required. Congregations must avoid responding hastily to the expressed need for a child care program. It is wise to make decisions to enter the child care field only after a period of thoughtful and reflective study in order to evaluate the factors bearing on decisions and all of the possible implications of those decisions. The congregation has the responsibility to be constant in its nurture of any ministry it accepts, especially since child care necessitates day-to-day monitoring of activities and a concern for the general well-being of the program. In many instances the pastor or lay persons may become advocates, or take direct responsibility for specific aspects of the child care program. In all instances the church should understand that it has entered into a partnership with the child care program.

B. Church-operated Child Care Programs

A church takes on additional responsibilities when it chooses to operate a child care center as a part of the congregation's own programming. These responsibilities may revolve around the following concerns:

1. **Quality of Program** — In assuming the operation of a child care program, the church is giving its pledge to families that the quality of the program will be of concern to the congregation and governing body. The high standards to be maintained assume a commitment to the quality of the relationship to be achieved between staff and families so that families can place their children in the care of the church with confidence. This confidence must be gained through attention to the children's physical and emotional safety in an area that is child-centered, in an environment that encourages positive learning and growth experiences under the supervision of competent and emotionally stable staff members. Programs must be responsive to the individual child's needs as well as his/her cultural identity. Frequent communications between staff and parents, as well as the invitation to parents to participate in decision making, will support the family.

2. **The Role of the Church as Christian Educator in Child Care** — By the very fact that the church has assumed the operation of its own child care program and opened its doors to young children, the church is making a statement about its Christian witness and theology of mission. If the church wishes to include Christian education as a part of its child care program, parents must be made aware of the program philosophy before they make the decision to enroll their children in the program. Christian education in child care programs may find expression in a number of ways, which may include acquainting children with the biblical tradition, the history of the church and confessional creeds, Christian ethical teachings, Christian concepts of love and justice, or other subjects which the church may deem suitable for the age groups being served. In some instances churches may elect to offer programs, open to those of all faiths, which do not explicitly teach Christian doctrine but which still embrace and live by Christian ethical standards. In either case the congregation must be explicit about its Christian education goals.

C. Conditions Favoring the Church's Role as Child Care Provider

As the steward of substantial resources, including real estate, capital, administrative services and health and insurance benefits, the churches are in an ideal position to make child care delivery available to families. Churches taken in the aggregate are the largest single provider of child care in the United States today. Space, location, and tax exempt status contribute to the desirability of church properties for child care programs. Of course, churches will want to consider carefully the ethical implications of their fee policies for the use of space for this ministry of child care.

With respect to space, location, and tax exempt status, the National Council of Churches and its member communions should conscientiously and imaginatively offer their varied resources as local parishes take on the mantle of provider of child care services and enable local parishes in a child care ministry. Thus, the church can serve as an advocate for child care in its own life and provide a model of stewardship for child care to the society at large.

III. The Church as Advocate for Child Care — In Society

A. The Church's Approach to Advocacy

In matters of public concern the churches have a responsibility to make their voices heard. Since child care is of utmost importance to the present and future well-being of society, the church's position on child care is an appropriate public policy concern. Further, as the major provider of child care in the United Sates, the church has a special responsibility to help raise ethical questions about child care. It is the obligation of the church to advocate a coherent, comprehensive, inclusive, and above all, equitable public policy regarding child care. As it approaches public advocacy for child care, the church must be guided by its concern for all sectors of society.

The federal government presently provides subsidies for all child care services through a variety of means to all socio-economic classes. In higher income brackets indirect subsidy is given through tax credits. In lower income groups direct subsidy is provided. These programs were not established in a comprehensive approach to child care, but rather were established in a cumulative fashion. As a result, these programs are inequitable both in the degree to which child care is subsidized and the extent to which parents are permitted to choose programs for their children.

B. Basic Advocacy Issues

1. Parental Choice — In its advocacy for child care the church should be vigilant in guarding the rights of parents to exercise choice in selecting appropriate child care for their children. Government subsidies must be designed to assure maximum stability for child care programs, while reserving to parents the right to choose from among programs to their liking. This goal can only be achieved by the development of policies which allow for some subsidies made directly to parents through a variety of means. In this way the interests of children, their families, and child care providers are all served.

Many factors influence and often determine decisions made by families. For example, programs must be both affordable and accessible, and they must meet requirements of appropriate location, hours of operation, ages served, and educational philosophy.

Parental choice can be maximized and enhanced by the availability of information and referral services. Such services can inform families about existing child care options, document child care needs for the use of policymakers, business and industry, assist in the development of new child care services, and support existing services through the provision of technical assistance. Children and their families of all economic levels and ethnic groups would be served by the establishment of such services. Without access to these services, families are unable to exercise necessary options.

2. Standards of Quality — Interwoven with all other aspects of child care are questions of standards to be maintained. Although quality is a legitimate concern in public policy matters relating to child care, the church must caution that this concern not be permitted to eliminate cultural choices, which should rightly be reserved to families. Rather, public policy should be confined to regulations concerning enforceable health and safety standards and the requirement of screening to determine the emotional fitness and mental competence of all potential staff persons to be employed within child care centers.

a. The Importance of Licensing

It is important that no child care program be exempt from securing a child care license, ordinarily issued by the state. Child care licensing is an official acknowledgment of the public responsibility to maintain healthy, safe, and developmentally appropriate conditions for children during the time they spend in child care. Licensing is a form of consumer protection for children and their parents.

The goal of child care licensing should be to assure a level of good quality care while taking into account the different types of settings and the numbers of children served in each. Agencies charged with enforcing licensing standards should be publicly visible so that individuals caring for children know about them and can seek technical assistance from them. The standards represented in the licensing statutes should be widely disseminated so that parents will be in a better position to locate and monitor licensed child care settings. In addition to licensing statutes, health, building, and fire safety codes must also be met. The inspection, monitoring, and enforcement of all applicable statutes should be coordinated to ensure that personnel and fiscal resources are wisely used.

It is with such an understanding of licensing that the churches should urge local parishes to seek compliance with licensing statutes which provide differential standards for centers, group homes, and family homes; that include care of children from infancy through school age; that cover full-time, part-time, drop-in, and emergency care arrangements, and facilities serving children with disabilities.

b. Assuring Equity in Program Quality

It is important that the church insist that public policy require that all programs meet a common set of minimum standards that are independent of both the method or form of payment to be made for services and the source of funds for payment, thus assuring an equity in program quality for all children. A comprehensive and equitable public policy should be formulated in such a way that it serves as an incentive for all potential sources of child care subsidy. These include federal, state, county and local governments, business and industry, and the voluntary and private sector. It is only through an equity of resources that high program quality and maximum choice for families can be assured.

C. Church Exemptions: A Challenge to the Church's Commitment

A special concern in regard to regulation is the increasing pattern of church groups that have sought to have church sponsored, operated, or housed child care programs exempted from state child care licensing regulations. In this instance the important and cherished rights of the free exercise of religion need not be impeded by government regulation. The regulations of basic health and safety conditions in a building/program that serves young children is the appropriate responsibility of the state and this need not interfere with the free exercise of religion. Thus, the church should neither seek nor accept exemptions from licensing standards and indeed should be responsible for maintaining compliance with these standards in the programs that are offered within their facilities. This compliance does not pre-empt the churches ability and responsibility to actively seek reform of licensing regulations when that activity is warranted and in the best interests of children.

D. The Well-being of Providers

Child care providers as a group are often poorly paid and undervalued. As a natural part of its advocacy for child care, therefore, the church must work with other child advocacy groups to upgrade the image and status of child care professionals, both within and outside the church. Likewise, this advocacy stance should move congregations to a concern that all providers in both church-operated and church-housed programs receive adequate remuneration and benefits, consonant with their experience and education.

E. The Church's Social Responsibility as Advocate

Recognizing the unique role of churches in the provision of child care services, the church must be especially diligent and conscientious in its public advocacy for child care. Member communions of the National Council of the Churches of Christ should:

1. Continue, through its Child Advocacy Working Group in the Division of Church and Society, to provide a forum in which its member communions may be assisted to develop, coordinate and implement child care advocacy strategies.

2. Become informed about the conditions existing today and the issues involved in the design of an adequate public policy for child care.

3. Use the appropriate councils and agencies of the churches to monitor public policy at federal, state, and local levels of government.

4. Take an active part in promoting a national dialogue in which the church will help to frame the questions to be addressed in the formation of public policy.

5. Call upon staff of church agencies in Washington, D.C. and within the states who are charged with particular responsibility for the church's involvement in public policy processes, to monitor, serve as an advocate, raise issues, and bring the voice of the church to bear on child care policy development.

Price 75¢
Additional copies and bulk orders available through:
National Council of Churches
Child Advocacy Office
475 Riverside Drive
Room 572
New York, New York 10115
(212) 870-3342

Mr. **Kildee**. Thank you very much, Ms. Russell.

Our next witness is Dr. George Sterne, the president of the American Academy of Pediatrics.

Dr. **Sterne**. Thank you, Mr. Chairman. It is a pleasure to be here among such distinguished company to testify about the needs of children in day care.

Infants and children need a safe, secure environment with competent, concerned caregivers. In traditional American society—and I really should say stereotypical society—such care has been given in the home by the full-time homemaking mother supported by a full-time working father. This Norman Rockwell view of the American family has never been typical and today represents less than 10 percent of families in this country.

Those who decry the trend toward children to be placed in out-of-home care must accept the fact that American society has changed. More than 50 percent of mothers of children under one year of age are in the out-of-home work force. Greater than 60 percent of mothers with children under three are similarly employed. This applies to both single-parent and two-parent households. Furthermore, it is estimated that 50 percent of infants today will spend at least a year of their lives in a single-parent home before the age of 18.

Approximately 75 percent of the jobs provide insufficient income to support a four-person family in a modest life style. So, in even intact families, both parents usually need to work. Women, like men, work primarily to provide the basic necessities of life. Children in working-parent families need alternative care. Choices include care by extended-family members in their home or the child's own home, family day care, group family care, or center-based care.

In our mobile society, the extended family is often unavailable to provide care for the younger relatives. Many grandparents, aunts, and others who might have provided this care themselves are themselves in the work force.

There is every indication that this dramatic increase of children receiving out-of-home care by nonrelatives will continue. The quality of this care has become the burning issue.

High-quality care is essential for optimal growth and development. When standards for health and safety are drafted and promulgated and child care providers are trained to implement and to maintain these standards, out-of-home care may well offer a number of health benefits. An example of such benefits are improved immunization status, early detection of vision or hearing impairments, and health education for children and their parents.

With appropriate procedures and training, out-of-home child care settings should not present undue health and safety risks. Poor-quality care provided by inadequately trained, overworked, and underpaid caregivers is not acceptable.

Unfortunately, both the availability and affordability of quality day care is severely restricted in the United States. Therefore, the American Academy of Pediatrics strongly urges congressional action to expand the supply of such care.

The academy supports the Act for Better Child Care, H.R. 3660 not only because it would increase that availability of child care, but because it would significantly improve the quality of care. The provisions of the bill that would improve the child care system include the following:

The expansion of the supply of affordable care for low-income families; the creation of a national advisory committee which would set minimum child care standards in areas including staff-child ratios, personnel qualifications, health and safety requirements; and parental access; the requirement that States have active facility licensing and enforcement programs applicable to day care homes and child care centers; the provision of funds for programs that would expand caregiver training in areas including health, safety, and meeting the needs of children with disabilities.

The ABC bill would improve the quality of care for all families. Horror stories of unsupervised children falling down wells or dying in fires appear far too frequently. Inadequate licensing procedures and haphazard enforcement allow too many unhealthful, even life-threatening child facilities to operate.

The United States is one of the only industrialized countries in the world that does not uniformly regulate and promote quality child care.

The American Academy of Pediatrics stands firmly behind H.R. 3660, which will help safeguard the health and well-being of children in child care settings. While we are aware that the financial obligations of H.R. 3660 are great, we believe that the goals are well worth the price. What we cannot afford, as we have heard from earlier witnesses today, is not to do it. Thank you.

[The prepared statement of Dr. George G. Sterne follows:]

American Academy of Pediatrics

TESTIMONY

BEFORE THE

HOUSE COMMITTEE ON EDUCATION AND LABOR

SUBCOMMITTEE ON HUMAN RESOURCES

ON

H.R. 3660, THE ACT FOR BETTER CHILD CARE SERVICES

PRESENTED BY

GEORGE G. STERNE, M.D., F.A.A.P.

FEBRUARY 25, 1988

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Good morning. My name is George Sterne. I am a pediatrician and here today representing the American Academy of Pediatrics. I am chairman of the Academy's Committee on Early Childhood, Adoption and Dependent Care and a professor of pediatrics at Tulane School of Medicine.

I would like to talk with you about the needs of children regarding child care.

Infants and children need a safe, secure environment, with competent, concerned caregivers. In traditional American society, such care has been given in the home by a full-time homemaking mother, supported by a full-time working father. This Norman Rockwell view of the American family has never been typical, and today represents less than ten percent of families in this country.

Those who decry the trend for children to be placed in out-of-home care must accept the fact that American society has changed. More than 50 percent of mothers with children under one year of age are in the out-of-home workforce. Greater than 60 percent of mothers with children under three are similarly employed. This applies to both single-parent and two-parent households. Furthermore, it is estimated that 50 percent of infants today will spend at least a year of their lives in a single-parent home before the age of 18. Approximately 75 percent of jobs provide insufficient income to support a four-person family in a modest lifestyle, so in even intact families, both parents usually need to work. Women, like men, work primarily to provide the basic necessities of life.

Children in working parent families need alternative care. Choices include care by extended family members in their home or the child's own home, family day care, group family care or center based care.

In our mobile society, the extended family is often unavailable to provide care for their young relatives. Many grandparents, aunts and others who might have provided this care in the past are themselves in the workforce. The most common form of out-of-home child care is family day care. This is care provided for up to six children in the home of a nonrelative. Groups of 12 or more children in the caregiver's home, with at least one assistant present, is referred to as group family care. Center-based care offers care for a larger number of children in non-residential quarters.

There is every indication that this dramatic increase of children receiving out-of-home care by non-relatives will continue. The quality of this care has become the burning issue. High quality care is essential to optimal growth and development. When standards for health and safety are drafted and promulgated and all child care providers are trained to implement and to maintain these standards, out-of

-home care may well offer a number of potential health benefits. Examples of such benefits are improved immunization status, early detection of vision or hearing impairments and health education for children and their parents. With appropriate procedures and training, out-of-home child care settings should not present undue health or safety risks. Poor quality care provided by inadequately trained, overworked, and under paid caregivers is not acceptable. Unfortunately, both the availability and affordability of quality day care is severely restricted in the United States. Therefore, the American Academy of Pediatrics strongly urges congressional action to expand the supply of such care.

The Academy supports the Act for Better Child Care, H.R.3660, not only because it would increase that availability of child care, but because it would significantly improve the quality of care. Provisions of the bill that would improve the child care system include the following:

1. The expansion of the supply of affordable care for low income families.

2. The creation of the National Advisory Committee, which would set minimum child care standards in areas including staff/child ratios, personnel qualifications, health and safety requirements and parental access.

3. The requirement that states have active facility licensing and enforcement programs applicable to day care homes and child care centers.

4. The provision of funds for programs that would expand care giver training in areas including health, safety and meeting the needs of children with disabilities.

The ABC bill will improve the quality of care for all families. Promulgating national standards, providing training for caregivers, and strengthening of licensing and enforcement will positively affect the entire child care system throughout this country.

Horror stories of unsupervised children falling down wells or dying in fires occur far too frequently. Inadequate licensing procedures and haphazard enforcement allow too many unhealthful and even life-threatening child care facilities to operate. The United States is one of the only industrialized countries in the world that does not uniformly regulate and promote quality child care. Pediatricians stand firmly behind H.R.3660 which will help safeguard the health and well-being of children in child care settings. While we are aware that the financial obligations of H.R. 3660 are great, we believe that the goals are well worth the price.

Mr. **Kildee.** Thank you very much, Dr. Sterne.

Our next witness on this panel is Ms. Virginia T. Austin, president of the Association of Junior Leagues.

Ms. **Austin.** Thank you, Mr. Chairman. I appreciate the opportunity to appear before you today on behalf of the Association and to register our support for H.R. 3660, the Act for Better Child Care Services of 1987.

I have submitted written testimony for the record, which I would like to summarize now.

Mr. **Kildee.** Thank you very much.

Ms. **Austin.** The Association's support for H.R. 3660 is consistent with its active support for child care legislation and its role as an international women's organization interested in ensuring women's economic progress. A member of the Alliance for Better Child Care, the Association believes that H.R. 3660 makes a significant step toward addressing the critical needs of families in every income level for affordable, quality child care.

Mr. **Kildee.** Ms. Austin?

Ms. **Austin.** Yes?

Mr. **Kildee.** If I could interrupt at this point—and I really apologize for this—I was hoping we would not have this, but it is probably our last vote for the day, and some of us want to go over to the floor and cast that vote. In about 7 minutes we will be back, so you can take a 7-minute break. We will be right back. I apologize for it.

Ms. **Austin.** Thank you.

Mr. **Kildee.** Thank you very much.

[Recess.]

Mr. **Kildee.** The subcommittee will reconvene, again with apologies to Virginia Austin for the interruption. It happens from time to time around here, but hopefully not when witnesses are testifying.

Ms. **Austin.** Thank you, Mr. Chairman.

I would like to begin again by citing some Junior League activities that are targeted to improved child care services. Junior Leagues throughout the United States have projects and programs which are designed to increase the quality of child care in their communities. These projects and programs range from increasing the affordability and supply of child care to providing information and referral services.

Because Junior Leagues have been active in improving child care services, they have recognized the need for Federal leadership and for Government funding to ensure quality child care. Consequently, many Junior Leagues have supported legislation at the local, State, and Federal levels. I will highlight aspects of Junior Leagues' activity regarding child care that point to the need for passage of this bill.

I would like to begin with the affordability of child care services. Several Junior Leagues have been active in projects designed to make child care more affordable for low- and moderate-income families. In Iowa, the Junior League of Des Moines provided seed money and guidance for the development of the Child Care Resource Center, a branch of the Polk County Department of Social Services. Working in collaboration with the resource center, the league helped to develop a computerized information and referral service and provided startup funding and volunteers for the child care subsidy and assistance program. The league also provided training and equipment to caregivers necessary for infant care.

From 1984 through 1986, 365 families were served by the child care subsidy assistance program. Approximately 15 to 20 families monthly were on the waiting list. Because resources limit the number of families that the program can actually serve, the program does not advertise widely. Thus, the project staff assumed that the waiting list figures represent a very conservative estimate of the unmet need for subsidized child care in Des Moines.

Concerning information and referral services, many Junior Leagues have been active in community child care information and referral projects. Their experiences indicate that information and referral services can increase the accessibility and the coordination of the community's child care services. Information and referral services also improve the quality of child care by providing technical assistance to day care providers.

My own Junior League, the Junior League of Oklahoma City, OK, also developed a child care information and referral project, called the Child Care Connection, which provides assistance to parents in locating and in choosing child care. The program also assists in improving the quality of care offered by child care providers by informing them about training opportunities available to the child care workers.

In addition, the program reports any complaint regarding possible child abuse and health and sanitation violations to the proper authorities.

In the project's third year the Child Care Connection received over 3,000 calls from individuals seeking child care and actually gave out over 12,000 referrals. The Oklahoma City project is now a collaborative effort between the Junior League there and the not-for-profit child care service organization.

Now, in addition to information and referral services, Junior Leagues have been involved in projects that address other aspects of improving the quality of child care. Several Junior Leagues have developed and collaborated in projects that provide direct training to child care workers and potential child care workers. A substantial number of Junior Leagues have projects that advocate for improved and stricter State licensing and adequate standards for child care.

Finally, in addition to providing training to increase the number of child care providers in their communities, Junior Leagues have implemented other projects that respond to the need for an increased supply of child care. For example, members of the Junior League of New York City monitor State legislation that would affect the supply of child care. The league advocates for legislation that would fund and staff child care facilities, provide tax credits to encourage the development of child care centers, and that promote nonschool-hour programs for school-age children.

Based on the experiences of local Junior Leagues and the Association's child care policy goals, we support H.R. 3660 because we believe the legislation addresses the need for improving child care services for all families and for making quality child care more accessible and more affordable for low-income families.

In conclusion, my written testimony points out, and as I have stated, that the need for improved child care is clear and it is well documented as well. The Association believes that new initiatives can and should be taken by the private sector as well as by State and local Governments.

However, we are convinced that the need for child care cannot be resolved satisfactorily without the assistance and without the leadership of the Federal Government. The Act for Better Child Care Services provides the Federal Government a unique opportunity to meet this challenge and to take a leadership role to improve child care services in this decade.

We encourage your support and urge the swift passage of this important piece of legislation. Thank you very much.

[The prepared statement of Virginia T. Austin follows:]

THE ASSOCIATION OF JUNIOR LEAGUES, INC.

TESTIMONY OF

THE ASSOCIATION OF JUNIOR LEAGUES
ON

H.R. 3660, "THE ACT FOR BETTER CHILD CARE SERVICES"

BEFORE THE SUBCOMMITTEE ON HUMAN RESOURCES
OF THE
HOUSE EDUCATION AND LABOR COMMITTEE

FEBRUARY 25, 1988

PRESENTED BY

VIRGINIA T. AUSTIN
PRESIDENT
ASSOCIATION OF JUNIOR LEAGUES

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Good morning. I am Virginia Austin, President of the Association of Junior Leagues and a past president of the Junior League of Oklahoma City. In my community, I am a founder and past president of Leadership Oklahoma City and currently chair its executive committee. I also am a regional director and program committee chairman for the National Conference of Christians and Jews and serve on the board of the Oklahoma County Chapter of the American Red Cross and on the Mayor's Task Force on Economic Development in Oklahoma City.

I appreciate the opportunity to appear before you today on behalf of the Association to register our support for H.R. 3660, the Act for Better Child Care Services of 1987. The Association of Junior Leagues is an international organization of women committed to promoting voluntarism and improving the community through the effective action and leadership of trained volunteers. Today, there are 261 Leagues in the United States representing approximately 170,000 members.

The Association's support for H.R. 3660 is consistent with its active support for child care legislation and its role as an international women's organization interested in ensuring women's economic progress. A member of the Alliance for Better Child Care (ABC), the Association believes that H.R. 3660 makes a significant step toward addressing the critical needs of families at every income level for affordable, quality child care.

The Association's commitment to the improvement of services for children and families is long-standing. Junior League volunteers have been providing such services since the first Junior League was founded in New York City in 1901. In the 1970s, the Association and individual Junior Leagues expanded their activities to advocate for legislative and administrative changes directed at improving the systems and institutions which provide services to children and their families. These advocacy activities have focused on such issues as child care, child health, child abuse and neglect and child welfare services.

Association of Junior Leagues Position on Child Care

The Association has been on record since 1981 with the following position statement on children:

> The Association of Junior Leagues is committed to ensuring that children have the opportunities and services essential for their physical, intellectual, emotional, mental and social and economic well-being and will advocate to see that such opportunities and services are provided.

In 1981, the Association Board also approved the following child care policy goals:

1. Child care should be easily accessible and affordable to all parents who want it.

2. A wide variety of child care programs should be available to meet the needs and preferences of children and their families.

3. Certain minimum standards of licensing requirements should be in place to ensure the health, safety and well-being of children.

4. Strong information and referral systems should be established.

The Association's interest in child care was further demonstrated at its national conference, "Child Care: Options for the 80s," held at the Wingspread Conference Center in Racine, Wisconsin in 1982. Participants at this conference developed an agenda for action which addressed the need for affordable, quality child care.

Individual Junior League members' awareness of the need for child care has been heightened by the changing demographics of our country. Junior League members are experiencing many of the same trends as those reflected in national statistics -- that is, many of our members are working and more are having to combine work and family responsibilities. Most Junior League members are married, have children, and a substantial number are employed.

Trends Affecting Child Care

The dramatic rise in the number of women working outside of the home has substantially increased the demand for child care. In the past 15 years, growing numbers of mothers of children under the age of six have returned to work. The numbers will only continue to increase since women will account for the majority of the growth in the labor force between now and 1995. Moreover, it is important that we recognize that most of these women--both as members of two-parent and of single parent families--work because of economic necessity. Some important trends affecting child care are:

- Nearly two-thirds of all women in the labor force in March 1985 were either single (25 percent), divorced (12 percent), widowed (5 percent), separated (4 percent), or had husbands whose 1984 earnings were less than $15,000 (17 percent).

- A quarter of working mothers have husbands who earn less than $10,000 per year; fifty percent have husbands who earn less than $20,000 per year.

- Sixty-five percent of all women 18 to 64 years of age were in the civilian labor force in 1985.

- Seventy percent of mothers with school age children were in the labor force in 1986; 59 percent of the mothers of pre-schoolers and 47 percent of mothers with children under one also were in the labor force in 1986. It is estimated that two-thirds of women with pre-school aged children and three-quarters with school-aged children will be in the work force by the mid-1990's.

- Almost 68 percent of single mothers worked in 1985.
- A woman working full-time at minimum wage would have to spend approximately 40 percent of her paycheck for child care (based on an average of $57 per week for one child).

Junior League Activities to Improve Child Care Services

Junior Leagues throughout the United States have projects and programs designed to increase the quality of child care in their communities.

These projects and programs range from increasing the affordability and the supply of child care to providing information and referral services. Because the Junior Leagues have been active in improving child care services, they have recognized the need for federal leadership and government funding to ensure quality child care. Consequently, many Junior Leagues have supported legislation at the local, state and federal levels. I will highlight aspects of Junior League activities regarding child care that point to the need for passage of H.R. 3660.

Affordability of Child Care Services

Several Junior Leagues have been active in projects designed to make child care more affordable for low and moderate-income families.

In Iowa, the Junior League of Des Moines began a 12-year commitment to improving child care services when it found that good, quality child care was not available for every child in Polk County. The League developed a variety of initiatives relating to improving child care services, including the development of a resource center and a subsidy and assistance program. The League provided seed money and guidance for the development of the Child Care Resource Center, a branch of the Polk County Department of Social Services. Working in collaboration with the resource center, the League helped develop a computerized information and referral service and provided start-up funding and volunteers for the Child Care Subsidy and Assistance program. The League also provided training and equipment to caregivers necessary for infant care.

The Child Care and Subsidy Assistance program in Des Moines was developed to provide child care assistance to qualified low-income families because of cutbacks in federal and state subsidies. The project provides vouchers which allow maximum parental flexibility in choosing child care. From 1984 through 1986, 365 families were served by the Child Care Subsidy Assistance Program; approximately 15-20 families monthly were on waiting lists. Because resources limit the numbers of families the program can serve, the program does not advertise widely. Thus, project staff assume that the waiting list figures represent a conservative estimate of the unmet need for subsidized child care in Des Moines.

The Junior League contributed a total of $42,000 to the project's budget and 35 volunteers for the first three years of the program. The Junior League's formal commitment to the Child Care Subsidy Assistance Program ended in March 1987. Funding for the program currently comes from private foundations and government sources.

Information and Referral Services

Many Junior Leagues have been active in community child care information and referral projects. Their experiences indicate that information and referral services can increase the accessibility and the coordination of a community's child care services. Information and referral systems also can improve the quality of child care by providing technical assistance to day care providers.

The Junior League of Salt Lake City developed an information and referral project, the Child Care Connection, after a study of community needs found that there were no centralized child care information and referral services in Salt Lake City, or anywhere else in Utah. The Junior League of Salt Lake City took the initiative in developing the program because it found that businesses were reluctant to become involved in child care without first having information about community needs. The computerized service, designed as a support system to working parents, provides child care information at no cost to anyone who lives in the Salt Lake Valley. Since the project's inception, the Junior League has committed $40,000 to its support.

The Salt Lake City League quickly found the demand for information and referral services to be overwhelming. Further, it became apparent that additional resources, including more leadership from the federal government, were necessary if the multitude of child care needs in Salt Lake City were to be met. Testifying in support of the release of funds authorized for the State Grants for Dependent Care Planning and Development, familiarly known as the Dependent Care Block Grant, before the Subcommittee on Children, Family, Drugs and Alcoholism of the Senate Committee on Labor and Human Resources in March 1986 in Washington, D.C., a representative of the Salt Lake City Junior League stated:

> A local television studio offered to produce for us a public service announcement about the Child Care Connection. We arranged with all four of the area t.v. stations to run this PSA for the entire month. What occurred stunned even those who had compiled all the research for this project. In that one month, the agency received more than 2,000 calls for referrals. Volunteers could not handle the huge volume of

> calls and were literally overwhelmed...As a result, the Child Care Connection project asked the stations to pull the PSA's after two weeks in order not to jeopardize the quality of our service...We would like to run the PSA again but do not have the resources to meet the need...The Child Care Connection has been unanimously supported by every and all of Utah's public and private agencies including the State Division of Family Services which has agreed to pay the salary of our director for the coming year. But, I'm afraid that if we are to be true to our name and concept, we must expand beyond our current ability of only being able to give referrals. We must expand to be a resource...Funding for this legislation would send a strong message to private business that the government recognizes the need and that business, too, should take the time to look at this issue. The successful resource and referral project, we feel, is one that combines a partnership between private business, the federal government, the local community, and volunteer organizations, such as the Junior League. With your support, this message could place the federal government in a leadership position in the child care area, since most states will not offer this service without seed monies form the federal government. Someone needs to assume the initiative to address this critical need because it is inevitable and growing....

In 1986, the Children's Service Society in Salt Lake City assumed full responsibility for the operation of Child Care Connection. Although the project did receive a small grant from the federal Dependent Care Block Grant program to be used for expansion, the current staff director reports difficulty in securing adequate funding both for project maintenance as well as expansion.

My own League, the Junior League of Oklahoma City, also developed a child care information and referral project called Child Care Connection, which provides assistance to parents in locating and choosing child care. The program also assists in improving the quality of care offered by its child care providers by informing them about training opportunities available for child care workers. In addition, the program reports any complaints regarding possible child abuse or health and sanitation violations to proper authorities. In the project's third year, Child Care Connection received 3035 calls from individuals seeking child care and gave out 12,075 referrals. The Oklahoma City project is now a collaborative effort between the Junior League and a non-profit, child care service organization.

The Oklahoma City project works in conjunction with two national information and referral networks. In 1984, Child Care Connection received a contract from IBM to provide services to its employees working in Oklahoma City. Since that time, Child Care Connection has received similar contracts with six other national corporations.

Currently, efforts are being made to develop contracts with local organizations as well.

Quality of Child Care Services

In addition to information and referral services, Junior Leagues have been involved in projects that address other aspects of improving the quality of child care. Several Junior Leagues have developed and collaborated in projects that provide direct training to child care workers and potential child care workers. A substantial number of Junior Leagues have projects that advocate for improved and stricter state licensing and adequate standards for child care.

The Junior League of Oklahoma City is among those Leagues which have been active on the issue of state child care licensing. The League supported legislation which would require regulation of day care programs and would encourage greater collaboration between the Oklahoma City Council and the Oklahoma City/County Health Department to ensure safe, high quality, affordable child care. The Oklahoma City League also took part in activities to educate both its membership and the community about the need for licensing to ensure a minimum standard of child care.

Because of its involvement with the Polk County Child Care Resource center, in 1984 the Des Moines Junior League supported legislation which would have mandated registration of family day care providers in the state of Iowa. Such registration would have required the state to take responsibility for regulating family day care by empowering it to close family day care homes which did not meet minimum standards. The House of the Iowa state legislature passed the mandatory registration bill but it failed passage in the Senate.

The Junior League of Philadelphia, in response to its growing concern about the lack of trained child care providers, implemented Project Independence. After studying economic concerns in their community, Junior League members discovered that the lack of affordable, quality child care was a major difficulty for women in the work force. The project, a collaborative effort of the Philadelphia League and the Private Industry Council of Montgomery County, recruits low-income women who then are trained and licensed as home day care providers. The project both improves the quality of child care by providing necessary training, as well as increasing the supply of child care in the community. In addition, low-income women are given skills that help them to improve their economic situation. A similar type of project was operated by the Junior League of the City of New York.

Accessibility of Child Care Services

In addition to providing training to increase the number of child care providers in their communities, Junior Leagues have implemented other projects that respond to the need for an increased supply of child care.

Members of the Junior League of New York City monitor state legislation that would affect the supply of child care. The League advocates for legislation that would fund and staff child care facilities, provide tax credits to encourage the development of child care centers and that promote non-school hour programs for school-age children.

Recognizing the need for increased child care services, the Junior League of Orlando-Winter Park in 1984 launched a project to encourage local employers to provide subsidized child care. The Junior League, working in collaboration with the Snively Corporation, promotes the Child Care Assurance Plan (CCAP) to businesses in their community. CCAP, a program developed by the Community Coordinated Child Care for Central Florida (4C), encourages businesses to contribute to the cost of employees' child care in a manner similar to the way in which health care benefits are provided. Under CCAP, a company agrees to pay a percentage of the cost of child care for each employee desiring child care. 4C then enrolls employees in the program at their worksite, determines employee eligibility for public assistance, assists parents in finding suitable care of their choice at a convenient location, and sends the employer one consolidated monthly bill for his or her portion of the child care services. The program is designed to be flexible to meet the needs of individual companies. All day care providers participating in the program, however, must be licensed.

Although the project has been successful, the area still has a significant child care crisis. In February of 1987, there were 23,610 children on the waiting list for subsidized child care in Florida. Two thousand of these children reside in the three counties served by 4C. Florida, as is the case for virtually all other states, needs many more quality, subsidized child care slots.

Why the Association Supports H.R. 3660

Based on the experiences of individual Junior Leagues and its child care policy goals, the Association of Junior Leagues supports H.R. 3660. We believe that the legislation addresses the need for improving child care services for all families and for making quality child care more accessible and affordable for low income families. H.R. 3660 would make child care more affordable by providing financial assistance to low- and moderate-income families who are most in need. Of the amount of funds to be allocated to the states under H.R. 3660, a state would be required to spend at least 75 percent of its funds on children whose family income does not exceed 115 percent of the state median income. In addition, by requiring that child care providers be reimbursed at no less than the market rate of care in a community, H.R. 3660 would increase accessibility of these services to low income families.

Consistent with these concerns, the Association of Junior Leagues supports the development of minimum standards for child care, as well as support for activities that would increase the quality of child care services. H.R.

3660 creates a set of minimum federal child care standards and enforcement practices for all licensed and regulated child care within a state to ensure the health and safety of children. In addition, H.R. 3660 helps to ensure that providers have at least some training by requiring that states fund training facilities and also that child care workers obtain 15 hours of yearly, in-service training.

The Association of Junior Leagues' Position on Parental Leave

The Association also supports parental leave legislation that would provide parents with job protected leave for the birth, adoption or serious illness of a child. In addition to helping new families adjust, parental leave could ease the shortage of infant child care. Parental leave legislation would complement the Act for Better Child Care Services. Parents would be able to choose to stay home after child birth, but once returning to the labor force, H.R. 3660 would provide these parents with expanded and improved options for child care.

Many Junior Leagues have become aware of the need for parental leave because of their involvement with child care services in their communities. A number of the child care projects that Junior Leagues support report a rising demand for child care services for infants. For instance, the Child Care Subsidy Assistance Program in Des Moines reports that requests for infant care accounted for 51 percent of the more than 2,200 calls received in the last six months of 1986. However, only six of the 65 child care centers in the community provide infant care.

The Junior Leagues of Salt Lake City, Oklahoma City, Cedar Rapids and other cities report the same problems -- the number of requests for infant care continues to rise while the number of high-quality licensed care providers for infants remains low.

Conclusion

As this testimony points out, the need for improved child care is clear and well documented. The Association believes that new initiatives can and should be taken by the private sector as well as by state and local governments. However, we are convinced that the need for child care cannot be resolved satisfactorily without the assistance and leadership of the federal government. The Act for Better Child Care Services provides the federal government with an unique opportunity to meet this challenge and to take a leadership role to improve child care services in this decade. We encourage your support and urge swift passage of this important piece of legislation.

Virginia T. Austin
President
Association of Junior Leagues

Mr. KILDEE. Thank you, Ms. Austin. We appreciate that.

Now, since we have a long witness list today, I am going to try to use the 5-minute rule for the members in their questioning. So, we are using this device here. When the green light goes on we will start. When the yellow light goes on, 1 minute to finish. When the red light goes on, finish. However, if the witness—you have special privileges—if the witness is still responding to the question put to you by one of the members feel free to continue your response until you feel that you have made your point.

So, with that, we will begin. I will address this to Helen Blank.

Helen, is filling in for Marian, who had to leave—and anyone at the table may, at any of the questions, feel free to join in and add what they would.

Some have told us through letters and various other contacts that we underestimate the power of the informal arrangements that can be made by parents for child care, that actually the informal arrangements with relatives and friends takes care of a greater percentage of the need than we estimate.

Could you respond to that? How good, and how effective, and how widespread are those informal arrangements?

Ms. BLANK. We obviously think that parents should have choices, and many of them prefer informal arrangements, and those are fine as long as they are safe. We are concerned that the tragedies we are seeing are often related to unregulated—you know, "unregulated/informal"—arrangements. Marian talked about some; other witnesses have talked about some. Tiffany Baptiste died, nine children in a basement of an unregulated family day care home. Nine toddlers. She and another child couldn't be carried to safety.

So, our first question is what is the quality of those informal arrangements. Other studies are showing that parents buy what they can pay. A report by Martin O'Connell, who is with the Census Bureau, says that parents use informal arrangements, but when parents can't, child care is a large part of their budget. And if you can't pay for it, you end up in very unsettling arrangements.

Maurice and Anthony died in a fire in an informal arrangement; those children in Florida. Their mother used a relative one day and a friend the next day. Those arrangements aren't stable. When her cousin couldn't come, she had to go to work because she was poor and if you don't go to work—you don't get sick leave for your children—she left because she didn't want to lose her income. And her two children died.

I think we have another serious issue; that is, equity. Two-thirds of parents who earn $35,000 a year or more have their child in a preschool program, but only one-third of parents who earn $10,000 or less—their 4-year-olds—because more and more parents are seeking some sort of a preschool, center-based arrangement. That may not be what all families want, but they are for older children, and we ought to have low-income parents have that choice if we want children to be on an equal basis when they go to school.

Congressman Tauke talked about an increase in center-based care. There ought to be that choice for all families. Whether it's formal or informal, the choice should not be dependent on what you have to pay.

So, we think many families are choosing what we call informal, but not necessarily strong child care situations, because they can't afford to pay, not necessarily that we would encourage all families to use a center. We just want all families to have a choice.

Mr. **Kildee**. Does anyone else at the table care to comment on that question?

[No response.]

Mr. **Kildee**. Dr. Sterne, are federal standards appropriate for child care, or as many have suggested, should these standards be left up to the individual States? Would you comment on that?

Dr. **Sterne**. Yes. I think the problem with leaving it up to the individual States is that the expertise for developing standards is quite variable. The interests of the States in developing standards is variable.

The American Academy of Pediatrics is currently involved in a joint project with the American Public Health Association, which has a long experience in setting national reference standards—performance standards for things like health care in jails and in water supplies—which have been used nationally, to develop some national reference standards. In setting standards, what we are trying to do is to set a very basic floor of quality below which no program should be allowed to go, particularly in terms of health and safety.

We are certainly working with early-childhood educators. We are working with regulators. We are working with consumers, with nurses, with dieticians, with everybody who has an interest in this.

But the primary concern of the academy has been in health and safety, and the States frequently don't have this expertise. It is a difficult matter of trying to arrive at just what can you get away with and what is really a minimal in terms of standards.

Mr. **Kildee**. I think my orange light is on already, so I will defer right now to Congressman Tauke.

Mr. **Tauke**. Thank you, Mr. Chairman.

Obviously, we could ask five minutes of questions of each of you and probably more in order to tap your expertise. But we don't have that luxury. So, I am going to ask permission, with the consent of the chairman, to submit questions in writing to you.

Mr. **Kildee**. Without objection, you may submit those questions in writing.

Mr. **Tauke**. Thank you.

About 16 months ago I became a father, and it's a wonderful privilege. But as a result, one gets a new perspective on child care matters. I have a wife who is a professional and wants to continue to develop her mind and her career as well, of course, as be a mother and a good wife. And we have struggled with child care problems, and it's not easy, especially when you don't know if you're going to be in Iowa or Washington from one week to the next.

It's not easy to have a stable child care arrangement. I think that anybody who is facing that kind of circumstance these days understands that kind of problem.

It seems to me that our basic question isn't should we do something; the basic question is how should we do it. Let me focus a little bit on that. Last week I had an opportunity to visit one of the schools in my district, and it was delightful to see what I consider to be a wonderful child care arrangement. The school had child care facilities for preschoolers right adjacent to the regular school building. I was there when parents were coming to drop their second-graders off for school and their 2-year-olds off for child care.

After school, the school offered services for what we commonly call the latchkey children. That school, however, was a private school. I don't find anything like that in the public schools.

I guess, Ms. Futrell, I will start with you. Should we be trying to use the schools? Are they a natural entity, a structure that is already in place for this kind of activity? Does this bill do anything to move in that direction?

Ms. FUTRELL. Yes. The bill proposes that some of the funds should be used to establish child care/day care centers in schools as well as in other community centers. I think of one school in Prince Georges County which several years ago decided to open up its facilities not only to the children during regular school hours, but to have the school open during the morning and late in the afternoon so that parents who had to be at work, let's say, at 8:30 could take the children to the school and there were facilities and staff ready to help them. And they could leave them until 6, 7, 8 at night; or if they needed other arrangements, to leave them longer, they could do that.

So, schools are beginning to move in this direction. We believe that schools could be utilized even more than they are being used. And the bill does address that particular concern.

Mr. TAUKE. Some of the witnesses have suggested that this bill will not serve that many children, and also the amount of money available to individual children would be very limited.

Do we have any good estimates as to how many children could be served with the $2.5 billion in this legislation under the structure that is established?

Ms. BLANK. The bill, it's difficult to estimate because some of the children would obviously be school-age and some would get partial subsidy under a sliding-fee-scale basis. The bill would serve at a minimum close to 700,000 children. But that is a minimum figure.

I think it is important to see the bill as a place to start, and the bill is providing an infrastructure that States, local governments, and employers could build on to continue to serve more children. But I think 700,000 is a minimal figure.

Mr. TAUKE. Ms. Russell, one of the controversial sections of the bill is section 19, which prohibits the expenditure of funds for certain purposes, and first listed is for sectarian purposes. It is interpreted to suggest that, for example, no church facilities could be used for child care.

Do you support that section of the bill?

Ms. RUSSELL. First of all, let me point out that religious groups were part of the original coalition that worked together to create this bill, and we are very aware of the controversy and discussion that has ensued.

Efforts are under way now through interfaith groups meeting, intergroup members of the coalition, for our continuing discussions to reword it, to change the language so as to assure separation of church and State but without unduly restricting the provision of services by religious groups.

Mr. **Tauke**. All right. Do you think we can work something out on this particular issue? Since we have so many church facilities that are providing child care, can we ensure that church facilities could continue to be used and receive the benefits of this legislation?

Ms. **Russell**. We are confident that something will be worked out.

Mr. **Tauke**. Thank you.

Ms. **Russell**. Very soon.

Mr. **Tauke**. Mr. Chairman, I have a lot more questions which I will submit in writing. Thank you.

Mr. **Kildee**. All right.

I will add, in conjunction with that, that there have been some very productive discussions going on, and I am sure we will reach a resolution to that problem. We have had good faith on both sides and a lot of hard work, so I am sure by the time we move this bill we will have that resolved.

Major Owens?

Mr. **Owens**. Yes. I was going to just follow up on that by asking Ms. Futrell, who touched on the issue of constitutionality in her statement.

Would you like to comment on that?

Ms. **Futrell**. Well, basically, my reference to the constitutionality of the bill has to do not only with the separation of church and State but also the issue of nondiscrimination, making sure that all children regardless of race, regardless of sex, ethnicity, or socioeconomic background will have equal access to the programs and that they will not be discriminated against.

Those were concerns that we have raised and which we believe have been addressed. We will continue to participate in the debate regarding those issues and work with the coalition.

Mr. **Owens**. Now, Dr. Sterne has already been asked to comment on the question of Federal standards versus State standards for certification, training, health and safety. But I think in your testimony you went beyond that and talked about some standards for the actual program content of the child care programs, the educational content.

Ms. **Futrell**. Well, in my comments, I alluded to the requirements regarding certification licensure, regarding health standards, and the program itself. In other words, what we are saying is that we should take advantage of the opportunity not to simply place children in front of TV where they can watch soap operas for 10 to 14 hours or more, but rather provide programs based on their interests and maturation levels.

So, we could have developmental type programs to help young people have better social skills or personal skills, help them with things like shapes and colors, et cetera. But it would be developmental. It would not be a watered-down version of what we are doing in our elementary schools, but we should certainly have a productive program and have a conducive environment which encourages young people to learn.

Mr. **Owens**. So, you think we can service the same number of children without resorting to warehousing.

I was just going to ask Ms. Blank about the 700,000 figure.

You said you have served 700,000. Were you thinking about children in programs with the kinds of standards that Ms. Futrell is talking about?

Ms. **Blank**. This whole alliance and we believe everyone who is concerned about children supports child care that provides minimally decent, safe, and good, sound developmental experiences for children. And that is what the ABC bill would set out to provide. We think it is time, with so many children in child care, that we began to look holistically at the issue.

Mr. **Owens**. The Children's Defense Fund supported the welfare reform bill that I reluctantly voted for. It's a horrible bill, but it was the best we had. In that bill the amount per child per month for child care is $175. We want to move on a fast track and certainly want to move this bill. That one is already out of the station with $175 per month per child.

Do you feel it is going to undermine any standards with respect to this bill? What can you provide for $175 per month per child?

Ms. **Blank**. We had hoped that that bill could be higher. The welfare reform bill gives the States some flexibility that will provide more per child. Per State, that amount which is higher for infants, is more than States currently get under title IV(A) and States will have—and we have talked with some welfare administrators who see that as new money that they can supplement to provide a higher amount. That amount can be used if a mother uses part-time care. She can use the full amount. If a mother is in a training program or has a 5-hour job, she can have good child care that costs $175 per part-day. We thought that was a very important provision.

We believe we need ABC because it was very difficult under welfare reform to fill in all the gaps in child care. And we have to deal with child care in a comprehensive fashion, and we found that with so many issues on welfare reform, we could only take so many steps.

We think every step that was taken is an improvement over current law. We agreed, it is certainly not enough, but an improvement over current law that we hope the States will supplement. And we are anxiously awaiting this bill to pass so we can take another step.

Mr. **Owens**. Mr. Donahue, let me just ask this. The assumption is made, I think, in a lot of the costing of child care that the very low wages that are paid to child care workers are going to continue. And I think the AFL-CIO or most unions supported the welfare reform bill, and they were making assumptions of the very lowest wages being paid to child care workers.

Would you care to comment? You know, I live in a State and a city where, thank God, the child care workers are organized, they're unionized, they get a little better wages than nationwide. But the costs are high, as a result. Would you care to comment?

Mr. **Donahue**. I think that is the conundrum that is presented is that we need to pay child care workers more so that we can have qualified people coming into that field and staying in it, and yet we are faced with what are already high costs for child care.

I think if you analyze any industry from at its lowest level, you conclude that you can't afford to raise the wages of workers without raising the cost of the product. That simply hasn't proved to be true, and our experience in every industry tells us that that is not true.

I come from the Janitors and Elevator Operators Union in your city, and that was a union which was historically the bottom of the barrel in that city. It is not so today. The union has succeeded in raising the wages, and all sorts of efficiencies have grown up in the business.

I am confident that in the child care industry, seen as an industry, the same will be true. As wages are raised, you will have a more stable and more capable work force, efficiencies will be made, and I think you can do that without exorbitantly increasing the price of care.

Mr. **Owens**. Thank you.

My time is up.

Mr. **Kildee**. As a corollary to that, in Head Start, which this subcommittee has jurisdiction over too, we have a very strong training requirement for all those involved. And to our knowledge, there has never been a case of child abuse in a Head Start program. I think that training does help minimize that, and I think that is something we can learn from Head Start and try to apply to other areas of child care.

I want to thank this panel. You have been very, very helpful. We will go to Mr. Grandy.

Mr. **Grandy**. I have no questions. Thank you, Mr. Chairman.

Mr. **Kildee**. You have no questions, Mr. Grandy? I am sorry I didn't see you come in. Mr. Grandy from Iowa.

Mr. Solarz from New York. Go ahead.

Mr. **Solarz**. Thank you very much, Mr. Chairman. I just have a few questions.

You have all made a very persuasive case in favor of the need for a much more positive Federal response to the day care problem in this country. One issue however, is not clear to me. How much of the resources in this legislation, would be available to create new child care slots in order to help fill the need for additional places that are not now available, and how much of it would be used to defray the expenses of those parents whose children are already in such facilities but who are finding it very difficult to make ends meet?

Do you have any sense as to how many new slots will be created? Can you compare this to how many people who have a low income or a moderate income and can barely afford to scrape up the money would end up having some portion of their own expenses defrayed by virtue of the assistance which this would provide?

Ms. **Blank**. You have two things working which would create more slots: one, that because 75 percent of the bill is reserved for affordability, if you add more money into the system, more families will have the money and that will help to create a greater demand in new slots. The States have to create a low-interest loan program. A number of States—Massachusetts, Maryland—have those loan programs in place. New York has a grant program in place to help start new centers or renovate old. That money doesn't even come out of the bill. That will create new slots.

States also have to have grant programs in place, and that will also help to create new slots.

Mr. **Solarz**. Do you have any estimate as to the number of new slots that would be created?

Ms. **Blank**. We don't, because we give the States flexibility on how they use the money reserved in the bill for grants and for strengthening family day care. Another way that will create new slots is they have to support family day care programs that recruit new family day care providers.

Mr. **Solarz**. How many slots are there in the country now?

Ms. **Blank**. It's hard to say. There are about anywhere from 2.5 to 4 million child care center slots; more like 2.5 million.

Mr. **Solarz**. How many people do you estimate would take advantage of child care slots if as many as were necessary were available?

Ms. **Blank**. Again, those are center slots. There are also family day care slots as well.

Mr. **Solarz**. Right.

Ms. **Blank**. And the bill does a lot to increase family day care. There are 10.5 million children under six with working mothers, but not all of them need formal child care arrangements.

Mr. **Solarz**. That's right. Well, could you work up some estimates as to the degree of the unmet need and how far you calculate this bill would go in terms of meeting that unmet need? I think along the way people are going to want some sense of whether this bill will enable us to take care of 50 percent of the unmet need or only 10 percent or 80 percent or whatever, and how many more children will actually benefit than are already in such programs and how many parents would be able to pay less because they meet the income criterion.

Mr. **Solarz**. The next question I have is that this bill authorizes $2.5 billion, and my understanding is that the summit agreement on the budget for the next fiscal year provided a grand total of $3 billion for new domestic initiatives. If that is in fact the case, do you think it's appropriate to spend $2.5 billion, set aside $2.5 billion for child care out of a grand total of $3 billion for all new domestic initiatives?

Ms. **Blank**. I think our goal should be to authorize a sound, decent child care program this year, and that we may not be able to move ahead with full funding in the budget for it, but we have a very good blueprint here and I think our goal ought to be to put that blueprint on the books this year.

Mr. **Solarz**. I mean, obviously this is a worthwhile program and the money would be well spent. The only question is in terms of allocating priorities, there may be demands for other new money. Are you saying that virtually all of it should go to this?

Ms. **Blank**. We can move ahead to implement this program and start it without taking that full $3 billion from the budget.

Mr. **Solarz**. The $2.5 billion?

Ms. **Blank**. Right.

Mr. **Solarz**. Finally, do any of you have any suggestions for amendments or any changes in the bill, or would you like to see it enacted exactly the way it is?

Ms. **Blank**. It's a big bill, and obviously there is room for technical amendments. And I think that we all feel, as we talk to people across the country, there are some minor modifications that are necessary, and we as an alliance are going to be looking at that and working with the committee.

We think the basic structure is very sound. It took a year to put this bill together because the alliance consulted with policymakers, parents, providers, and administrators across the country to lay out what we needed for children. And we think the basic structure is there. There is room for some modification, obviously, and we will be looking.

Mr. **Solarz**. Well, Mr. Chairman, I see my time is expired.

Mr. **Kildee**. Yes.

Mr. **Solarz**. May I say that if we are going to move ahead with this, and I gather that we will, thanks largely to your leadership, I would certainly hope that we could do it with the best bill possible.

Certainly, I would welcome any suggestions that any of you may have for making it even better than it already is, assuming that that can be done and it's politically possible.

Mr. **Kildee**. With that in mind, we will reserve the right to submit to you other questions, and both the questions and your responses will be made part of the hearing record of this hearing.

Again—I did it prematurely before—I want to thank you for your testimony this morning. You have been very, very helpful. Thank you for what you have done even prior to the introduction of the bill.

Mr. **Williams**. Mr. Chairman, if I may.

Mr. **Kildee**. I will have to thank you one more time.

Mr. Williams from Montana?

Mr. **Williams**. I am sorry to appear to barge in. I was listening in the back and didn't realize you were so close to concluding. I join my colleagues in appreciation of this panel's concern and work.

Mr. Chairman, I want to make a point that may seem somewhat different from day care, but it is a general point about how, in my view, the people of America do not fully understand how badly this Nation treats its children.

Let me give you an unpleasant example—and I appreciate the witnesses waiting to hear this.

America has heard of a place called Potters Field. It is a burial ground, a public burial ground for New York City. It is out on an island called Hart Island in Long Island Sound. There is a prison facility there, and the prisoners have the unhappy job of being the buriers of the deceased.

There are no visitors allowed on that island, so during the ceremony, the burial ceremony, if we can aggrandize the horror that takes place there, the families of any children that are buried there are not allowed to attend the burial.

The way it works is like this: If you can't afford to have your child buried because you're homeless, or because you just can't come up with the couple of thousand dollars required by most mortuaries and burial facilities, then your child is taken with others, unembalmed, in a wooden box costing $40, by truck on the ferry out to Hart Island. Trenches are dug. Those wooden boxes are laid end to end. They're two wide and three high, put in the trenches. Dirt is pushed over them.

About every 40 years a bulldozer comes along and turns that soil over and pushes the boxes aside to make room for the bodies of new little children and others to be buried there.

Someone wrote that it serves not to memorialize, but to diminish the existence of these people who once lived. And here is the horror of it, Mr. Chairman: For the first half of this decade, half of the children who died under the age of two in New York City were buried in that manner.

America doesn't understand that. We don't know how we're treating the youngest among us. If our Nation is going to come to full grips with itself as we enter the next century, we are going to have to reach down and find the will, including legislation such as Chairman Kildee's, to say we can do a lot better for our infants and Americans in the early years of their growth than we have done in the past.

I thank the commitment of this panel to see that America does better with its children, and I join the chairman in support of this legislation and of ending the kind of horrors that go on in this country with regard to children.

Mr. TAUKE. Would the gentleman yield?

Mr. WILLIAMS. Yes.

Mr. TAUKE. The gentleman makes a very touching point, and I along with our colleague Congressman Rowland from Georgia serve on the Infant Mortality Commission, which has been holding hearings around the country on this issue of infant mortality.

But there is one implication that I think needs to be challenged, and that is the implication that American's don't care. I find that Americans do care very greatly when they are made aware of the problems and made aware of the facts. I don't think that we have an uncaring society, I think that we have a society that occasionally may be ill-informed but, when people are aware of the facts, is a caring society.

The reality of life is that most infant mortality does not occur because of a lack of care on the part of society. The young people in New York who are dying are very much the victims of some of the curses of our society. The vast majority are victims of drug abuse, and the drug abuse usually not just of their parents. Sometimes the children themselves are inflicted with drugs.

The next biggest percentage are victims of alcohol abuse. Then the next biggest problem is that we have adolescent pregnancies.

And all of those problems need to be dealt with in a very responsible and responsive way. But I don't think that we should conclude because of the problems that you have mentioned that people in New York don't care or that those in Iowa care a lot more because we seem to have a very low infant mortality rate.

I think that, instead, we need to recognize that we haven't found good solutions for many of the problems, and we have not made our people aware of many of those problems. That is where our responsibility lies.

Mr. WILLIAMS. I thank the gentleman. I would just note that—

Mr. KILDEE. You are on the chairman's time right now.

Mr. Williams. If the chairman would yield 30 seconds, I would appreciate it.

Mr. Kildee. Proceed.

Mr. Williams. Thank you, Mr. Chairman.

I would note that in the beginning of my statement I said that I don't think Americans fully understand how we're treating our children. After enough turning away of one's head, however, it seems to me not terribly inappropriate to begin accusing citizens of not only understanding it, but of not demonstrating enough care either.

Mr. Owens. If the gentleman would yield?

Mr. Kildee. You are on the chairman's time again.

Mr. Owens. Just one minute of your time, Mr. Chairman.

Mr. Kildee. All right. Go ahead.

Mr. Owens. I think Mr. Williams' example of Potters Field in New York City was just one specific example. There are Potters Fields all over the country, and the tragedy he cites takes place all over the country.

If Americans do care and I think they do care; the American people do care—the problem is that their Government and their leaders are in the way. We are too preoccupied with deficits. We are too preoccupied with an overinflated defense initiative. We are too preoccupied with the things that matter the least and not preoccupied with those that we should be most concerned about. It is the Government, Congress, Members who choose to focus on details at a time when the tragedy is obvious and the need to ameliorate that tragedy is obvious to all of us.

The American people do care. The Government should get out of the way and express the will of the people.

Mr. Kildee. I have always said that you can judge the humanity of a society both historically, and geographically, looking around the globe today, by how it treats its very young and its old. It's a very good measure of the humanity of a society. I think all four of us up here would agree when we're talking about care, that care has to be transferred into programs. We care about national defense, and that care is generally translated into programs—MX missiles, B1 bombers. I think our care for our children has to be transferred into programs too.

Again, I want to thank this panel for your help today. Thank you very much.

Our next panel, panel two, will consist of: Mr. Gerald W. McEntee, president of the American Federation of State, County, and Municipal Employees; Charles Hayward, Child Care Task Force, American Public Welfare Association; Evelyn K. Moore, executive director of the National Black Child Development Institute; Mr. Morton Bahr, president of the Communications Workers of America; Mr. Jim Scheibel, St. Paul City Council president and also the National League of Cities; and Ms. Nan Rich, the executive committee member of the National Council of Jewish Women.

Mr. McEntee, it is good to have you again before this committee.

STATEMENT OF GERALD W. McENTEE, PRESIDENT, AMERICAN FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES, ACCOMPANIED BY CHARLES HAYWARD, CHILD CARE TASK FORCE, AMERICAN PUBLIC WELFARE ASSOCIATION; EVELYN K. MOORE, EXECUTIVE DIRECTOR, NATIONAL BLACK CHILD DEVELOPMENT INSTITUTE; MORTON BAHR, PRESIDENT, COMMUNICATIONS WORKERS OF AMERICA; JIM SCHEIBEL, ST. PAUL COUNCIL PRESIDENT, AND NATIONAL LEAGUE OF CITIES; AND NAN RICH, EXECUTIVE COMMITTEE MEMBER, NATIONAL COUNCIL OF JEWISH WOMEN

Mr. McENTEE. Thank you, very much, Mr. Chairman.

I am the president of the American Federation of State, County, and County Employees—AFSCME/AFL-CIO. It is indeed a great pleasure to appear here today to call for speedy passage of the Act for Better Child Care and to compliment you, Mr. Chairman, on your leadership on this bill. I would like to submit my entire statement for the record and then make a number of comments.

Mr. KILDEE. Yes. I appreciate that, and your prepared statement will be inserted immediately following your oral presentation.

Mr. McENTEE. Child care is a legislative priority of our union. Finding reliable, affordable, and quality child care is a critical concern for all AFSCME families with young children. AFSCME is also the bargaining agent for thousands of child care and Head Start workers. In that role we have sought to improve their wages, benefits, and working conditions. We also have lobbied at the Federal and State levels for additional support to reduce child-staff ratios and expand services.

Our efforts and the Federal response, however, have fallen far short of producing a comprehensive and reliable child care system. Indeed, Federal support actually has declined since 1980, even in the face of an explosive increase in the number of working mothers. That is why we so eagerly joined in the formation of the Alliance for Better Child Care and the development of the Act for Better Child Care.

AFSCME strongly supports H.R. 3660 because it will help bring today's disconnected, ad hoc services into a more comprehensive child care system. It will also expand child care services, improve the quality of child care, and help more families afford good care.

I would like to make a number of points today. First, the public supports additional Government assistance. In a poll conducted for AFSCME by Martilla & Kiley last year, 71 percent of the respondents supported Government policies to make child care services more available and affordable. The greatest support came from middle-class Americans earning $20,000 to $30,000 a year.

Second, there is strong public support for Government standards. In the same poll, an overwhelming 74 percent supported strict, uniform standards for licensing all child care facilities, even though it could raise the cost of services.

Frankly, we don't see why the question of standards is so controversial. If we regulate cars on the roads and airplanes in the sky and drugs on the market, why shouldn't we regulate the kind of care our children receive day after day?

Third, the private sector cannot meet the demand for quality child care without Government assistance. AFSCME's experience in New York State clearly illustrates this point. In 1979, AFSCME's affiliate, the New York State Civil Service Employees Association, negotiated the first, and what may still be the only, Statewide day care system in the United States. Today, 32 centers serve 2,200 children.

The growth of these centers, created through labor-management cooperation is the good news. The bad news is that there are still long waiting lists, low salaries and benefits, and significant staff turnover.

At the Children's Place in Albany, the waiting list is twice as long as the number of available spaces. Some families have waited as long as four years.

While the 32 centers receive startup assistance, their operating costs are supported exclusively by parent fees and, by necessity, fundraising events. At the Children's Place fees range from $49 to $100 per week per child. Child-staff ratios are better than required, but low salaries discourage staff from staying. The center even has lost employees to McDonald's and Burger King.

Low salaries are also a problem in the New York City day care and Head Start programs. Many child care teachers go to the public schools because the salary disparity between Head Start and day care teachers on the one hand and public school teachers on the other grows as educational level and length of services increases.

It is generally agreed that continuity of care is critical, especially for young children. The problem is that reducing turnover by improving salaries and career opportunities means raising fees, and that prices many parents out of the system.

Congressional action is necessary to help keep child care costs reasonable and begin to improve quality at the same time. H.R. 3660 offers the necessary assistance and incentives to do both through subsidies to parents and providers, resources for staff training and recruitment, improved enforcement of stronger standards, and incentives to upgrade child care employees' compensation.

Equally important, H.R. 3660 would begin to create a comprehensive child care infrastructure in each State and community. Both Congress and some of the Federal agencies already have begun to respond to the new realities of the workplace by establishing child care centers for their own employees. Clearly, it is also time for the Federal Government to offer the same opportunities for the children of non-Federal workers, many of whom languish in inadequate and unsafe circumstances.

We now have a real chance to make it possible for many more children to grow and flourish in stable, loving, and enriched settings. You can be assured that AFSCME will use its full range of resources to gain enactment of H.R. 3660.

If you have any questions, at the appropriate time I will be happy to answer them. Thank you, Mr. Chairman.

[The prepared statement of Gerald W. McEntee follows:]

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TESTIMONY OF

GERALD W. McENTEE, PRESIDENT

AMERICAN FEDERATION OF STATE, COUNTY
AND MUNICIPAL EMPLOYEES

BEFORE THE

U.S. HOUSE OF REPRESENTATIVES

SUBCOMMITTEE ON HUMAN RESOURCES

on

H.R. 3660, THE ACT FOR BETTER CHILD CARE

February 25, 1988

American Federation of State, County and Municipal Employees, AFL-CIO
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Mr. Chairman, my name is Gerald McEntee, and I am President of the American Federation of State, County and Municipal Employees (AFSCME). It is a great pleasure to appear here today to call for speedy enactment of the Act for Better Child Care and to compliment you on your leadership on this bill.

Child care is a legislative priority of this union. It is a priority because our members are both consumers and providers of child care services. It also is a priority because child care has become a major concern of American workers in general. Just last month I sent a letter to our entire local leadership asking for their active assistance in getting this legislation passed.

The rapid entry of both single and married women into the workforce, primarily for economic reasons, has created an enormous demand for stable and affordable child care. It probably is no exaggeration to say that almost every two-earner and single parent family -- no matter how rich or poor -- has suffered through the stress and anxiety of worrying about whether their children are receiving quality care or whether they can maintain reliable or affordable arrangements. When child care breaks down everyone suffers: the children, the parents and the employer.

Like the American workforce, AFSCME has experienced profound demographic changes over the last 15 years. Over half of our 1.1 million members, who work in state and local governments, are women. Over 60 percent of them earn less than $20,000 a year.

The availability of reliable, affordable and quality child care is a critical economic and social concern not only for them and their families, but for all AFSCME families with young children.

Our union also is the bargaining agent for thousands of child care and Head Start workers. In that role, we have sought to improve their wages, benefits and working conditions which, as you know, are grossly inadequate given their responsibilities and the need to attract qualified people to the field. We also have lobbied at the federal and state levels for additional suppport to reduce child/staff ratios and expand services.

AFSCME's efforts on behalf of expanded child care opportunities go back at least 17 years when we supported the last comprehensive federal child care bill. Since the disappointing veto of that $2 billion bill by President Nixon, we have lobbied Congress for assistance through Title XX and Head Start. We also have made some progress negotiating child care benefits for our members in our local contracts.

Let me give you two short examples of AFSCME working mothers who now have child care provided benefits through our union contracts:

- Lynne McNally is a CSEA/AFSCME member working for the state of New York. Her union negotiated child care site for her 2-1/2 year old daughter is within walking distance of her Albany office. I'll talk more about this landmark child care system later in my testimony.

- Chris Metro is a librarian and an AFSCME member from Los Angeles working for the city. She and her husband both work and have a two year old daughter enrolled in a new city child care center negotiated by the union.

These are outstanding success stories. But they are the exception rather than the rule for most working parents. Let me cite the example of an AFSCME working parent in Illinois who is not so lucky:

- Patti Hazelip is an AFSCME member in Springfield working for the state. She's a clerical worker and has a six year old daughter. Last year she spent about 15% of her gross salary on privately-provided child care that is not always convenient and sometimes doesn't fit her work schedule.

Paggi Hazelip is one of the reasons we need a national child care policy. Our efforts and the federal response have fallen far short of producing a comprehensive and reliable child care system. Indeed, federal support actually has declined since 1980 even in the face of an explosive increase in the number of working mothers.

That is why we so eagerly joined in the initial discussions that led to the formation of the Alliance for Better Child Care and the development of the Act for Better Child Care. H.R. 3660 evolved during a year of careful discussions among all of the major organizations with an interest in child care. In seeking consensus on a bill, some of us moderated long-standing positions on some controversial issues, such as the role of the schools, for-profit providers and family day care, because of the obvious and overwhelming crises in child care that confront and affect American workers, families and employers. We believe that the bill achieves a balanced framework that maximizes parental choice by providing funds for the many diverse ways in which child care presently is provided while also creating appropriate mechanisms to upgrade the qualilty of care and avoid potential abuses.

I would like to limit my remarks to several major points today.

First, the public supports additional government assistance.

Last spring, AFSCME commissioned the polling firm of Martilla and Kiley to conduct a survey on child care. A key finding of that poll was that 71 percent agreed that government should develop policies to make child care services more available and affordable. The greatest support for expanded child care came from middle-class families earning $20,000-$30,000 a year -- families like many AFSCME families.

Second, there is strong public support for government standards.

In the same poll, an overwhelming 74 percent supported strict, uniform standards for licensing all child care facilities, even though it could raise the cost of services.

Frankly, we don't see why the question of standards is so controversial. If we regulate cars on the road, airplanes in the sky, and drugs on the market, why shouldn't we regulate the kind of care our children receive day after day?

In our view, it would be irresponsible not to require accountability in exchange for federal assistance. While the child care industry is still very fragmented, it has become so widespread throughout the United States that uniform federal standards are defensible and essential. At stake is the safety and healthy development of literally millions of children.

Third, the private sector cannot meet the demand for quality child care without government assistance.

The economics of child care make it impossible for the private sector to solve the interrelated problems of availability, affordability and quality. Indeed, the private and nonprofit sectors provide most child care now, but they are constantly struggling to balance these triple goals. Usually one or the other objective suffers. AFSCME's experience in New York State is a clear illustration.

In 1979, AFSCME's affiliate, the New York State Civil Service Employees Association (CSEA), negotiated an agreement with the State of New York to establish the first, and what may still be the only, statewide day care system in the United States. A private non-profit corporation, Empire State Day Care Services, Incorporated, was established to initiate non-profit day care centers and coordinate management with the state.

The first center, The Children's Place, opened in 1979 with a $50,000 start-up grant from the U.S. Department of Health and Human Services. By 1984, when CSEA Secretary Irene Carr described the program to the House Select Committee on Children, Youth and Families, 18 centers serving 1,000 children were operating. Today, there are 32 centers serving 2,200 children and seventeen more are proposed.

The steady expansion of these centers created through labor-management cooperation is the good news. The bad news is that there are still long waiting lists, low salaries and benefits, and significant staff turnover.

The Children's Place today has 265 families on its waiting list. The Center serves 135 children, about 110 full time. Some families have waited as long as four years to have their child enrolled . One mother, expecting her child in June, has been told she will have to wait two years. Another mother who has enrolled her 21 month old daughter, placed her name on the waiting list the day she learned she was pregnant.

A critical financial fact about the centers is that they must be self-supporting. While they receive start up assistance, their operating costs are supported exclusively by parent fees and, by necessity, fund-raising events.

At the Children's Place, fees range from $49-$100 per week per child. The Center tries to enrich its program with a better child/teacher ratio than required, but low salaries discourage staff from staying. According to the Center's director, the Center has lost employees to McDonald's and Burger King. That's not surprising when a night porter for a fast food establishment can earn $5 an hour, while assistant teachers and teacher aides earn $4.96 and $4.66 respectively.

Inferior compensation and high turnover rates are not limited to the state employee centers. In New York City, where AFSCME District Council 1707 represents the Head Start and city day care workers, the union found that almost 50 percent of the day care center classrooms had no head teacher this past fall. Many child care teachers go to the public schools because the salary disparity between Head Start and day care teachers on the one hand, and public school teachers, on the other, grows as educational level and length of service increases. There is a strong financial incentive to leave the child care system after several years.

This salary disparity also was noted in a 1987 statement by the Research and Policy Committee of the Committee on Economic Development (CED). The statement cited findings of the National Day Care Study by ABT Associates that the only teacher characteristic that predicts quality and effectiveness is the extent of training in early childhood education. Yet, the CED reported, the salaries and career paths for child care workers and pre-school teachers lagged far below that of teachers in 1985, with the average pay of Head Start staff being only one-third of the average public school salary.

The situation with New York City's family day care system is much worse -- and can only be called disgraceful. Family day care providers under contract with the city do not even receive wages and benefits; they simply get a stipend.

Continuity of care givers is a critical element in quality care, especially for young children. So too is good training. The problem is that raising fees would price many parents out of the system. While our state employees are very happy with the centers, their one major and recurrent complaint is the cost.

Congressional action is necessary to help keep child care costs reasonable and begin to improve quality at the same time. H.R. 3660 offers the necessary assistance and incentives to do both through subsidies to parents and providers, resources for staff training and recruitment, improved enforcement of stronger standards, and incentives to upgrade child care employees' compensation.

Equally important, H.R. 3660 would begin to create a comprehensive child care system in each state and community. Child care today, is merely a fledging industry characterized by a hodgepodge of unrelated providers, low compensation, and often inadequate and unsafe physical facilities. Moreover, finding suitable child care arrangements can be a desperate and frustrating search. The state planning mechanism, as well as resource and referral services, created by the legislation would assist in bringing the many unconnected child care providers together into a system that will make quality care easier for parents to find.

Reducing stress on parents and families and improving productivity through reduced absenteeism are imminently good defenses for H.R. 3660. But, the people who really need this bill are our children. They are our future. Many of them now languish in cheap and even dangerous situations. Many must endure the stress, insecurity, and confusion of frequent changes in caregivers.

Congress and some of the federal agencies already have begun to respond to the new realities of the workplace with respect to their own employees. Both the House and Senate have day care centers now. General Services Administration (GSA) Administrator, Terence C. Golden, has a newly appointed assistant for child care and is moving to speed up the establishment of centers throughout the federal government. And recently the Defense Department announced it will expand its child care center program.

Clearly, it also is time for the federal government to help provide the resources for similar opportunities for the children of non-federal workers. We have a chance to make it possible for many more children to grow and flourish in stable, loving and enriched settings. It will be a very sad commentary on our society if, once again, we fail to pass comprehensive federal child care legislation.

You can be assured that AFSCME will use its full range of resources to gain enactment of H.R. 3660. If you have any questions, I will be happy to answer them at this time.

Mr. **Kildee**. Thank you, Mr. McEntee.

Our next witness is Secretary Charles Hayward.

Secretary Hayward?

Mr. **Hayward**. Good morning, Chairman Kildee, and members of the subcommittee. Thank you for the opportunity to present testimony today regarding H.R. 3660, the Act for Better Child Care Services of 1987.

My name is Charles Hayward. I am the secretary of the Delaware Department of Services for Children, Youth, and Their Families. I appear here today in my capacity as chairman of the day care task force of the National Council of State Human Service Administrators, a member agency of the American Public Welfare Association.

The ABC bill and the process leading up to today is different from past efforts in a very significant way. Instead of the path followed in the past, the development of this bill is truly an effort shaped from a single-minded purpose, to better serve America's children and families, by people and organizations who have organized and recognized the need to solve the growing problem of the day care trilemma—that of affordability, accessibility, and quality care—and resolves these problems through a comprehensive, multifaceted approach.

The single-minded purpose of all those involved has forged a consensus through debate and compromise, the result being a major new effort to attack the problems of child care at all levels.

Let me be perfectly honest. In past decades, on national child care legislation it sometimes seemed that policy discussions occurred outside the context of implementation and operational considerations—issues almost as critical to States as worthy service goals. We are pleased that this bill, on the other hand, addresses the needs of children and families and integrates policy, funding, implementation, and operational concerns. Otherwise, we might have the best project on paper but with no chance of achieving success.

A major strength of this bill is that it incorporates the building of a child care infrastructure. It strikes a balance between the needs of families and children, providers, advocates, and State agencies. It approaches the task by establishing programmatic and fiscal incentives for States to reach minimum national standards rather than attempting to implement sanctions for the inability to meet rigid Federal requirements imposed without the benefit of input or equivalent funding.

In the ABC bill reasonable national standards are assured. In at least two of the five areas, standards will be determined by establishing the median of all States. In the other three areas, a national deliberative body made up of those knowledgeable of day care programs developmental and educational issues, program administration, and other related fields will hold public discussions to develop the proposed standards. I cannot emphasize enough that we as State administrators prefer this input at the front end.

Mr. Chairman, as you and other members of the committee are well aware of the provisions of the bill, there is no need for me to expound on them. Other speakers have provided statistics, examples, and well-founded and researched reasons for the bill. I have provided written testimony which spells out those items which are of concern to us. We as a group have worked very hard over there last eight months to analyze the impact of the bill and offer suggestions which will enhance the bill.

As we have digested this bill and the ramifications for the future, one thing is obvious. This bill will have a major impact on the care, nurturing, development, and treatment of this and several generations of young children and infants. If we do not seize this opportunity, we will have failed this and succeeding generations.

We as the National Council of State Human Service Administrators have pledged our support to work for full funding of this bill. The provisions of this bill are many, and they are important. To gain the full measure of their intent and effect, the bill requires full funding, or we will be forced to rethink the bill and make some extremely difficult decisions about what provisions can and will be implemented and those which must be altered.

This is a choice none of us wants to make. That is why we have agreed to work for passage and full funding. If we are to administer a new day care program, we want to be associated with one that provides the best service for everyone. The makings of that system are here before us.

Having spent several years in day care myself as a young child, I can look back and remember some very good times with loving caretakers who provided me with a major step forward towards a good education. That is what we wish to provide for those we serve.

Thank you again for the opportunity to speak, and we at APWA and the staff would be more than happy to work with you on the passage of this bill.

[The prepared statement of Charles E. Hayward follows:]

TESTIMONY OF

CHARLES E. HAYWARD

SECRETARY

DELAWARE DEPARTMENT OF SERVICES
FOR CHILDREN, YOUTH AND THEIR FAMILIES

AND

CHAIRMAN, DAY CARE TASK FORCE
NATIONAL COUNCIL OF STATE HUMAN SERVICE ADMINISTRATORS
AN AFFILIATE OF THE AMERICAN PUBLIC WELFARE ASSOCIATION

BEFORE THE

HUMAN RESOURCES SUBCOMMITTEE OF THE
EDUCATION AND LABOR COMMITTEE
U.S. HOUSE OF REPRESENTATIVES

FEBRUARY 25, 1988

AMERICAN PUBLIC WELFARE ASSOCIATION 1125 FIFTEENTH STREET, N.W., WASHINGTON, D.C. 20005

Good morning, Chairman Kildee and members of the Subcommittee. Thank you for the opportunity to present testimony today regarding H.R. 3660, the Act for Better Child Care Services of 1987.

My name is Charles Hayward. I am the Secretary of the Delaware Department of Services for Children, Youth, and Their Families. I appear today in my capacity as chairman of the Day Care Task Force of the National Council of State Human Service Administrators, an affiliate of the American Public Welfare Association. APWA is a 60 year old membership organization representing state and local human service officials throughout the country.

The ABC bill and the process leading up to today is different from past efforts in a very significant way, Mr. Chairman. It would have been easy to engage in rhetorical debates, each from our strongly felt positions from all sides of the issues. Instead, over the past year as we participated in development of the bill, organizations and elected officials from across the spectrum have been forging a new consensus on both child care policies and service delivery systems. And compromises, where they have been made, have strengthened rather than weakened the bill.

LET ME BE PERFECTLY HONEST. IN PAST DEBATES ON NATIONAL CHILD CARE LEGISLATION, IT SOMETIMES SEEMED THAT POLICY DISCUSSIONS OCCURRED OUTSIDE THE CONTEXT OF IMPLEMENTATION AND OPERATIONAL CONSIDERATIONS--ISSUES ALMOST AS CRITICAL TO STATES AS WORTHY SERVICE GOALS. WE ARE PLEASED THAT H.R. 3660, ON THE OTHER HAND, ADDRESSES THE NEEDS OF CHILDREN AND FAMILIES, AND INTEGRATES POLICY, FUNDING, IMPLEMENTATION AND OPERATIONAL CONCERNS. OTHERWISE, WE MIGHT HAVE THE BEST PROJECT ON PAPER, BUT WITH NO CHANCE FOR ACHIEVING SUCCESS.

WE ARE ALSO PLEASED THAT IN BUILDING A CHILD CARE "INFRASTRUCTURE", THE ABC BILL STRIKES A BALANCE BETWEEN THE NEEDS OF FAMILIES AND CHILDREN, PROVIDERS, ADVOCATES AND STATE AGENCIES. IT APPROACHES THE TASK BY ESTABLISHING PROGRAMMATIC AND FISCAL INCENTIVES FOR STATES TO REACH MINIMUM NATIONAL STANDARDS RATHER THAN BY ATTEMPTING TO IMPLEMENT SANCTIONS FOR THE INABILITY TO MEET RIGID FEDERAL REQUIREMENTS IMPOSED WITHOUT THE BENEFIT OF INPUT OR EQUIVALENT FUNDING.

IN THE ABC BILL, REASONABLE NATIONAL STANDARDS ARE ASSURED. IN AT LEAST TWO OF THE FIVE AREAS, STANDARDS WILL BE DETERMINED BY ESTABLISHING THE MEDIAN OF ALL STATES. IN THE OTHER THREE AREAS, A NATIONAL DELIBERATIVE BODY WILL HOLD PUBLIC DISCUSSIONS TO DEVELOP THE PROPOSED STANDARDS.

THE BILL ALSO ASSURES ACHIEVABLE IMPLEMENTATION PLANS BY ALLOWING STATES TO CLAIM ONE PERCENT OF THEIR ALLOTMENT UP-FRONT TO BEGIN MAKING THE SYSTEMIC CHANGES ADDRESSED IN THE BILL. STATES ARE THEN ALLOWED FIVE YEARS OF CONTINUOUS FUNDING TO REACH THE MINIMUM STANDARDS. ANOTHER PROVISION--REDUCING THE REQUIRED STATE MATCH FROM 20 PERCENT TO 15 PERCENT AS SOON AS THE STANDARDS ARE MET--WILL SERVE AS AN INCENTIVE FOR STATES TO MOVE FORWARD AS QUICKLY AS POSSIBLE.

MR. CHAIRMAN, I WILL NOT DWELL ON ALL THE PROVISIONS OF THE BILL BECAUSE I KNOW YOU ARE VERY FAMILIAR WITH ITS CONTENTS. WE HAVE WORKED VERY HARD TO IDENTIFY THE ELEMENTS NECESSARY TO MAKE A CHILD CARE SYSTEM SUCCESSFUL AND WE HAVE DESCRIBED MANY OF THE METHODS THAT ALLOW IMPLEMENTATION OF THE SYSTEM. BUT I WANT TO MAKE A VERY IMPORTANT POINT: WE CANNOT GET AWAY WITH RHETORIC NOW. IT IS NOT ENOUGH TO SIMPLY BUILD THE STRUCTURE. IF WE REALLY WANT THE ACTIONS TAKEN AS WE DESCRIBE THEM IN THE BILL, WE HAVE TO GET SERIOUS ABOUT PROVIDING ADEQUATE RESOURCES. IT WILL ALSO BE CRITICAL TO INCLUDE A PHASE-IN STRATEGY IN THE BILL IN THE EVENT THAT FULL FUNDING IS NOT IMMEDIATELY AVAILABLE. APWA LOOKS FORWARD TO WORKING WITH YOU IN BOTH ENACTING THIS LEGISLATION AND OBTAINING THE REQUIRED FUNDS.

IN ADDITION, WE LOOK FORWARD TO WORKING WITH YOU ON MAKING THIS BILL THE STRONGEST, MOST RESPONSIVE AND WORKABLE BILL THAT IS POSSIBLE. I HAVE ATTACHED A LIST OF AREAS WHERE APWA WOULD LIKE TO STRENGTHEN THE BILL BY ADDING OR CLARIFYING PROVISIONS, AND A LIST OF AREAS WHERE WE BELIEVE THE BILL CAN BE STREAMLINED AND MADE MORE RESPONSIVE TO INDIVIDUAL STATE SITUATIONS.

THANK YOU, AGAIN. PLEASE FEEL FREE TO CALL UPON ME OR THE STAFF OF APWA FOR ANY ASSISTANCE WE CAN PROVIDE.

Additions or Clarifications
to Strengthen the Bill

Assure That Requirements Approximate Available Funds

1. The Act for Better Child Care Services includes a $2.5 billion authorization level to pay for child care services and the substantial new activities required in the bill. However, state administrators are concerned that the appropriations provided will be smaller than the authorization level while all the requirements of the bill will be in force. To be realistic, the bill must include a phase-in strategy up to the point of full appropriations when all provisions would be required.

2. Of appropriated funds, 15 percent is to be used "to improve the quality and availability of child care for all families". The list of activities required of states from this pot of funds includes such things as establishing a loan and grant fund to help nonprofit providers upgrade existing facilities or come into compliance with standards, funding community resource and referral agencies, purchasing training, and hiring additional enforcement personnel. State administrators are concerned that the cost of the activities required of 15 percent of the total funds will exceed the actual available funds.

Facility Inspections

3. The bill only allows inspection of the portion of buildings used for child care services. Fire marshalls, in particular, but also state licensing staff, must have authority to inspect entire buildings if the inspections are to be meaningful.

Standards

4. The bill requires the National Advisory Committee to develop standards for family day care and center-based care. States recommend that the Advisory Committee also develop standards for group care, addressing the same issues as addressed in the other two areas: the maximum number of children which define group care, the total number of infants permitted in care, the minimum age for caregivers, health and safety requirements for children and caregivers, minimum appropriate staff-child ratios, and qualification of personnel.

Training

5. The National Advisory Committee is also required to develop requirements regarding the training of child care personnel both for new hires and for in-service training of existing and future employees. However, the bill requires the state to establish a requirement that all licensed or regulated child care personnel complete at least 15 hours of training

per year. State administrators support a 15 hour requirement but recommend allowing the Advisory Committee to deliberate on this issue since the number of required hours of training should take into account the amount of federal funds available.

Caregivers are required to meet certain specific training requirements, including that they must receive training on health and safety matters such as the recognition of communicable diseases, and the detection and prevention of child abuse and neglect. State administrators recommend that caregivers also be required to receive training on cardiopulmonary resuscitation (CPR) techniques.

Salaries

6. The bill requires states to "encourage adequate salaries" for child care workers in the state plan. The most likely response to this requirement would be to raise reimbursement rates. However, this may not have the desired effect, since states reimburse providers based on the number of children in care rather than based on the number of personnel in any particular setting. In actuality, state administrators have little influence over this variable. It is unclear how, in economic terms, states could comply with this requirement.

Market Rate of Care

7. The bill requires states to reimburse at the "market rate of care". States propose that a more specific approach would be to require a description of the state reimbursement methodology and its relationship to the market rate of care. If the state is not paying the market rate of care, they should justify the reason for the gap between their payment rate and the market rate of care.

Data Collection

8. The bill requires states to establish data collection procedures in order to collect data--by race, sex, and ethnic origin--regarding the number of children being assisted by funds under this legislation and under other state and federal child care and preschool programs; the number of child care positions in the state; the type and number of child care programs, child care providers, caregivers, and support personnel located in the state; the regional cost of child care; and other information the Secretary considers necessary to establish how funds are being used.

Additionally, the data collection system must also collect information regarding the extent to which the availability of child care has been increased, including the number of licensed or regulated child care slots; and how the purpose of this legislation and the objectives of the state described in the state plan are being met, including efforts to improve the quality, availability, and accessibility of child care.

State administrators caution that this a costly undertaking, first, and second, requires collection of information about children and families for whom there is no governmental involvement or responsibility beyond the licensing of the child care facility.

Eligible Children

9. In the definition of "eligible child", the bill uses the age of 15 or under. States recommend that all children 12 and under be eligible, with state option to go higher.

Human Services Licensing

10. The bill limits inspectors to child care facilities only. Some states and localities use inspectors to license foster care and child care homes within the same licensing process, and this flexibility in staffing and human services licensing should be maintained.

National Advisory Committee Staff

11. Staff to the National Advisory Committee should be qualified in at least (a) child development or (b) assessing, developing, or implementing regulations.

State Advisory Committee Staff

12. The state advisory committees are required to "review and evaluate child care programs and services assisted" under the Act. States recommend that the advisory committees review evaluations and the work of evaluators rather than perform evaluations directly.

Prescriptive Fiscal, Legislative and Administrative Provisions Which Should Be Streamlined or Made More Flexible

Delivery Systems

1. The bill describes current service delivery mechanisms (such as grants, contracts, child care certificates) in detail. The delivery systems would not be prohibited if they weren't addressed in the bill.

Wrap-around Funds

2. The bill requires that 10 percent of the funds available to help finance child care for poor families be spent extending part-day programs to full-day. States would like flexibility in determining the amount of funds used to "wrap-around" existing part-day programs.

Special Populations

3. The bill requires states to give special attention to the following groups in developing the state plan: infants, preschool children and school-age children, particularly the low-income, migrants, disabled children, foster children, children in need of protective services, children of adolescent parents who must have child care to remain the school and children with limited English-language ability.

Some of these populations simply do not exist in some states. State administrators suggest that the state be required to specify which populations will receive special attention and what type of special attention they will receive.

Reasonable "Mix"

4. The bill requires a "reasonable mix of children" in child care programs. Instead, the bill should say that the population in child care programs should reflect the "mix" in the community.

Loan and Grant Fund

5. The state plan section of the bill requires states to establish a loan and grant fund available only to not-for-profit agencies. This should be allowed at state option, not required, and the loan (but not grant) funds should be available to for-profit agencies. For-profit agencies are barely making it in many instances and this would allow assistance to those agencies, thus expanding supply or maintaining the existing supply. The state would have the discretion to refuse to provide loan funds to highly profitable for-profit agencies.

Funding for Family Resource Services

6. The bill contains a requirement that providers offering

family resource services be reimbursed at a higher rate. Since this type of service is available under other funds (such as Title IV-B), states would like to keep the money in the ABC bill targeted on provision of child care services.

Child Care Database

7. The bill requires resource and referral agencies to maintain a child care database. In some areas, such a database exists in the private sector, so this provision should be at state option or should only be required if it cannot be developed outside the Act.

R&R Requirements

8. In a related requirement, the bill places numerous requirements on the resource and referral agencies, from training providers to providing technical assistance on budgeting and tax policies. "R&R's" may not always be the best source for all these activities, while they may be very good at performing most of them. States should be allowed to choose the activities that individual resource and referral agencies can best perform in order to maximize efficiency.

Changes in State Licensing Laws

9. The bill also does not allow the state to "reduce the categories of child care licensed or regulated by the State".

In many instances, the categories of child care licensed or regulated are defined in state law and these laws are updated periodically. This provision in the Act could prevent states from updating their laws. States recommend instead that state advisory committees be notified if changes are being recommended or are being considered by the legislature.

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Mr. **Kildee**. Thank you, Mr. Secretary.

Evelyn K. Moore, executive director of the National Black Child Development Institute.

Ms. Moore?

Ms. **Moore**. Chairman Kildee and members of the subcommittee, I thank you for this opportunity to testify before you today on what I believe to be a real critical need in this country for a comprehensive child development bill. The legislation before us, the Act for Better Child Care, I believe responds to the dire need for a comprehensive program.

Chairman Kildee, I am really grateful to you, for I believe that child care time has to be now.

The issue of child care for the National Black Child Development Institute has been a central part of our mission for the past 17 years, and I personally have participated in every attempt that we have made in the Congress since 1970 to pass a child development bill.

The reason that we have participated so vigorously is that we believe that quality child care within the black community is an economic imperative. As all of us know, a disproportionate number of black families are headed by single women, and too many of our black children live in families that are at and below the poverty line. Furthermore, the approximately seven million children receiving AFDC payments, of those roughly 40 percent of those families children are black.

Because of the time limitations today, though, I want just to briefly focus on what I consider to be a critical portion of the bill, and that is the question of standards. We also have submitted a written testimony which comprehensively responds to the bill in its entirety.

Not too long ago, in Fairfax County, Va—and it has been mentioned earlier today—we witnessed the tragedy of Ashley Snead, a 10-month-old child who was poisoned and died while in the care of a babysitter who had been found guilty of neglecting her own children in 1968.

I believe this sad account is a reflection and demonstrates the vital need for child care standards that are Federal.

November 1986, Tiffany, age 2, and Asif, age 4, were killed when a fire broke out in an unlicensed family day care home in Brooklyn, NY. Their provider was serving more children than allowed by State standards, and she could not get all of the children out in safety—a point for enforcement of standards.

July 1987, 20-month-old Antonio of Bowie was found floating in a swimming pool at his babysitter's home. This babysitter's home was unlicensed.

These are just a few of the reported incidents. There are many more untold stories. Our history will forever be marked by these senseless tragedies, tragedies which may not have occurred if minimum national standards and State monitoring procedures were in place.

We have before us an opportunity, a real opportunity, to enact comprehensive child care legislation which will make life better for our children in this regard. The Act for Better Child Care sets forth such standards and enforcement practices for family day care homes and child care centers.

The National Black Child Development Institute believes that these standards, as embodied in this legislation, represents the very least we can do—the least we can do—as a Nation to improve the quality of services, the skills of child care workers, and the protection of children. Maurice, Anthony, Tiffany, and Asif should not have had to die before this country became aware of its responsibility to its children. We cannot afford any more victims. We must insure that standards are established and maintained.

Chairman Kildee, colleagues, child care advocates, and policymakers, I believe we have before us an obligation to the country and, most of all, to our children to create a foundation for the growth and development of our children through the enactment of the Act for Better Child Care.

Both the human cost to families and children and the economic cost to taxpayers of America would be greatly reduced in the long run if we invested in our children early on. The productivity and competitiveness of the United States that we are hearing more and more about would be greatly enhanced if we invest in our future leaders at the most critical stage of their development, their early years.

The time is now. Let us not ever again have to bow our heads in sorrow or shame for failing to protect young children. Chairman Kildee, we believe in this legislation, and we stand ready to assist in any way that we can for its passage.

[The prepared statement of Evelyn K. Moore follows:]

TESTIMONY BEFORE THE
HOUSE SUBCOMMITTEE ON HUMAN RESOURCES

by

Evelyn K. Moore

Executive Director

National Black Child Development Institute
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(202) 387-1281

Thursday, February 25, 1988

On behalf of the National Black Child Development Institute, I would like to thank you for this opportunity to testify before the Subcommittee on Human Resources on the critical need for comprehensive quality child care services. It is with great pleasure that I join my colleagues on behalf of the Act for Better Child Care Services. The legislation before us today responds to the dire need for a comprehensive child care delivery system in this country and fosters a collective effort to ensure that the welfare of all of America's children is protected. Chairman Kildee, your leadership in addressing the needs of the children and families who would be affected by this legislation under consideration is greatly appreciated, particularly by members of the Black American community. On behalf of the National Black Child Development Institute's 33 affiliate chapters, I applaud your sensitivity and attention to the need for quality, affordable child care for all of America's young.

The issue of child care has been central to the mission of the National Black Child Development Institute since its inception. The Institute was founded in 1970 by a group of people intimately involved in day care including parents, pediatricians, psychologists and other interested persons. Since that time, NBCDI has addressed child care issues by providing technical assistance to community groups in southern states that wanted to respond to the need for child care programs for Black children in the 1970s, by conducting child care forums at our national conference each year, and by convening the Ad Hoc Day Care Coalition, composed of over 60 organizations. Most recently we published a report entitled, "Safeguards: Guidelines for Establishing Programs for Four-Year-Olds in the Public Schools," which details NBCDI's ten requirements for ensuring quality child care programs.

NBCDI believes that quality child care must be available to all families in need of such services at affordable prices. Moreover, we believe that every child is entitled to a child care experience that is developmentally appropriate to the age of the child and that meets the social and economic needs of the family. In addition, we believe that there is a need for increased public and private support for child care, and finally, we believe that we must pursue -- immediately -- a national comprehensive child care policy that will achieve these objectives.

A national, comprehensive program must:

- **facilitate the provision of child care in diverse facilities such as churches, family day care homes, full- and half-day center programs;**
- **provide optional health and nutritional services for use by consumers;**
- **include a strong parental involvement component in the planning, monitoring and evaluation of programs;**
- **coordinate all federal programs which support the delivery of child care services;**
- **promote the development and enforcement of federal, state and local licensing standards to ensure the health and safety of children in out-of-home care; and**

- **address the need for child care services in each state for infants, preschool and school-aged children, with special attention given to meeting the needs of victims of abuse and neglect, handicapped children and children of teenage parents.**

The Act for Better Child Care effectively articulates a comprehensive delivery program which would accomplish each of these objectives.

The Child Care Demand

The need for low-cost, quality child care within the Black community is compelling. Currently, 48 percent of Black families are headed by single women, and among Blacks living in poverty, the proportion headed by single women increases to 70 percent. Furthermore, there are approximately 7 million children receiving AFDC payments; roughly 40 percent are Black. The parents of these children are the individuals targeted for employment and training efforts under the pending welfare reform initiatives.

NBCDI recognizes that the provision of child care services to this population is imperative if they are to realize economic self-sufficiency. We desperately want to see a future for Black children where poverty and despair will not be the only option. The Act for Better Child Care is a step toward providing enhanced opportunities for our children.

While the availability of child care services to AFDC parents and low-income families is critical, the need is not limited to these populations. It is an issue affecting the very fiber of the American family at all socio-economic levels, as well as the

American labor force and the American conscience. Today, there are more single mothers than ever before, and these mothers are a part of the workforce. By 1995, two thirds of all preschoolers-- or nearly 15 million children -- will have working mothers. This will represent an increase of almost 50 percent over the 1985 figure of 9.6 million children. Obviously, the view that child care is a problem faced only by poor, single, minority parents and AFDC recipients is a fallacy. The need for a quality child care delivery system is a societal imperative for all families.

Let me remind you of the tragedy of Ashley Snead, a ten-month-old child who was poisoned and died while in the care of a babysitter, who had been found guilty of neglecting her own children in 1968. Ashley Snead came from a two-parent household; she was not from a minority population, and her parents were not welfare recipients. I believe this example demonstrates that the need for a quality child care system is universal.

I would emphasize, however, that unless we have an accessible, affordable child care system, low-income Black families may never attain economic parity with the broader society. All children can benefit from a quality early childhood development experience, but the disadvantaged child may have the most to gain.

The Child Care Crisis and the Crimes

NBCDI has for many years attempted to bring child care issues to the table for debate and resolution, and we are pleased that child care is finally receiving the attention it deserves. Unfortunately, during this period, we lost a significant number of children who may have been future workers, leaders, and productive citizens because there was no national policy to help ensure their safety and well-being. Let me remind you:

- **November 1986, Tiffany age 2 and Asif age 4, were killed when a fire broke out in an unlicensed family day care home in Brooklyn, New York. Their provider was serving more children than allowed by state standards, and she could not get all of the children to safety. Tiffany and Asif perished.**
- **July 1987, 20-month-old Antonio of Bowie was found floating in a swimming pool at his babysitter's home. The babysitter's home was unlicensed.**
- **November 1987, in Florida, Maurice and Anthony climbed into a clothes dryer to look at a magazine in a seemingly cozy place, closed the door and burned to death. The children's mother left them alone because her child care arrangements had temporarily fallen apart.**

Our history will, forever, be marked by these senseless tragedies . . . tragedies which may not have occurred if minimum national standards and state monitoring procedures had been in place. But, let me hasten to add that we have before us an opportunity to enact comprehensive child care legislation which will make life better for our children in the years to come. The Act for Better Child Care sets forth such standards and enforcement practices for family day care homes and child care centers.

The Child Care Costs -- Human and Economic

Today, the average annual cost for child care is between $2,500 and $3,500. For many families, this is one of the largest household expenses, second only to rent, and a necessary cost which may be prohibitive. According to the California Child Care Resource and Referral Network, the average costs of full-time center care across the State are approximately $470 per month for children under two years of age; $342 per month for preschoolers; and $467 per month for school-aged children when school is in session. Family day care homes are compensated at an average rate of approximately $344 per month for children under two; $329 for preschoolers; and $434 per month for school-age children when school is in session. These figures represent the fiscal weight of child care services, but there is also a human cost involved when child care services are unavailable to a family.

Linda Grant, the mother of the two children who burned to death in a dryer, knows the human cost when child care is unavailable. The high cost of child care forces families to accept arrangements for their children which are less than adequate. Additionally, when an individual is unable to earn a living, is unable to realize personal goals, and is unable to improve his/her life options, the despair and hopelessness which set in can lead to family dysfunction and deterioration, and as a result, children suffer. These are the frustrations which lead parents to become abusive toward their children.

NBCDI is painfully aware of the cyclical nature of poverty which entraps poor Black children from birth. It is the Black child in 1988 who is over-represented in every single public institution that serves children:

the mental health system,
the juvenile justice system,
the child welfare system, and
the urban public education system.

Too often, these institutions are over-loaded, under-financed, and unable to provide children with the quality of services they deserve.

A high quality preschool experience for low-income children provides a foundation upon which to develop the skills which they need to become successful throughout their academic years and into adulthood. According to a report issued by the National Governors Association, quality early childhood development programs "reduce the high school dropout rate, increase the college attendance rate, increase employment, and reduce the welfare and crime rate after high school."

While the poorest of families represent the targeted population, the Act for Better Child Care also provides assistance on a sliding scale to moderate-income families earning up to 115 percent of their state's median income and continues to provide support to these families as they move up the economic ladder. All of America's children should be entitled to share in the pot of gold at the end of the rainbow.

Child Care Standards and Enforcement

In 1980, NBCDI was called upon by the Department of Health, Education and Welfare to review Federal Interagency Day Care

Requirements. Regulations were being developed based on the findings from the ABT study, conducted by ABT Associates of Cambridge, Massachusetts. This study, known as the National Day Care Study (NDCS) examined center based day care. The report noted that both traditional measures of center care group size and caregiver-child ratio have a major impact on quality, but it emphasized that "the most powerful element of classroom composition for quality is absolute group size -- the total number of children for whom one or more caregivers is responsible."

NBCDI recommended that the federal regulations incorporate the following:

1. **Incentives for states to recognize the Child Development Associate Credential.**
2. **Requirements for periodic health assessment for all children.**
3. **Parental access and involvement.**

NBCDI also advocated that states be required to conduct onsite monitoring inspections of child care centers more than once every three years. Additionally, we cautioned against mixed age groupings and waiving staffing requirements for centers if less than 20 percent of their enrollment received federal subsidies. We knew then, as we know now, that all of the aforementioned standards would be required to ensure the maximum protection and well-being of our children in out-of-home care.

It is for this reason that we support, without hesitation, the initiative to establish national child care standards and enforcement practices as articulated in The Act for Better Child

Care. The standards set forth in this legislation would help to ensure that there would be:

1. a maximum number of children per family day care provider,
2. a maximum number of infants among those children,
3. a minimum age for caregivers,
4. health and safety provisions for providers and children, and
5. parental involvement and access

These are the essential protections needed to safeguard children in family day care placements. Additionally, to ensure that a minimum floor of standards is in place, the legislation:

- requires that there be an adequate number of trained caregivers to inspect child care programs;
- requires that inspectors make one unannounced visit to each child care center each year and that they visit 20 percent of family day care homes annually;
- requires unlimited parental access; and
- requires that child care centers and family day care homes post a phone number that parents may call to lodge complaints.

NBCDI believes that these standards represent the very least we can do as a nation to improve the quality of services, the skills of child workers and the protection of children. Maurice, Anthony, Tiffany and Asif should not have had to die before this country became aware of its responsibility to its children. We cannot have any more victims. We must ensure that standards are established and maintained.

While we recognize the importance of the child care standards and enforcement aspects of this child care initiative, NBCDI would be remiss if we failed to address some of the other major areas of the child care quandary and how the Act for Better Child Care is responsive to them.

Child Care Staff Wages and Training

Child development research clearly shows that training of staff is a key factor affecting the quality of care provided. Inadequate wages and the lack of opportunities for on going training of child care workers represents a major flaw in our current child care delivery system. Yet since 1981 the most significant federal investment made toward improving the skills of child care workers was a mere $1.5 million toward the Child Development Associate credential.

Coupled with the lack of training opportunities, the quality of child care services is further compromised when one considers that in 1984, 90 percent of private day care home providers and 58 percent of the remaining child care workers earned less than poverty-level wages. Much like their clients, child care workers are at the threshold of the revolving welfare door. Low salaries paid to child care workers effectively reduce the number of well trained and educated persons to care for children.

If we are to increase the reservoir of child care staff, we must increase the salaries of child care workers. Increasing the salaries of child care workers would aid in attracting qualified persons to the child care field. Presently, a substantial number of child care workers earn wages which are less than those paid to animal caretakers. If we do not recognize that caring for our children is as important as caring for animals, our nation is provoking its destruction. The Act for Better Child Care addresses this vital concern by requiring states to develop a strategy to, at minimum, raise the wages and compensation for child care workers.

Funding

To date, Federal funding for child care has primarily come from funds under Title XX of the Social Services Block Grant program. In the last seven years, this program has been severely impacted by budget cuts. The Act for Better Child Care legislation, if passed, would represent a major first step toward creating a national infrastructure for the delivery of quality child care services. However, the $2.5 billion appropriation which would be authorized for FY 1989 would support less than 10 percent of the over ten million children under 13 living in poverty. In fact, if the full range of benefits incorporated in the ABC legislation is to be realized, it will require a conglomerate investment among employers, parents, and both federal and state governments.

The ABC legislation calls for

- o the maximum utilization of existing resources;
- o the coordination of federal and state resources;
- o a 20 percent state match; and

- **assurances that states would use new funds to supplement existing federal and state child care funds.**

The $2.5 billion by itself is far less than what is truly required to exchange an unpredictable and fragmented child care system with one which incorporates the fundamental ingredients of a coherent system:

- **quality,**
- **affordability, and**
- **accessibility.**

Welfare Reform and the ABC

From our considerable research concerning the families receiving public assistance, NBCDI is aware that the majority of AFDC recipients are at home rather than in the workplace due to the lack of adequate, affordable child care. The welfare reform legislation pending before Congress acknowledges the correlation between employment and child care for welfare dependent families, by enabling AFDC recipients to purchase child care services. However, the welfare reform bills do not address the issue of the quality of the current child care delivery system.

The Act for Better Child Care is focused on improving the quality of child care services available to all families, including AFDC parents. The Act for Better Child Care extends what is being proposed, through welfare reform, by improving the quality of child care services and enhancing existing programs (Head Start, Chapter I preschool and state funded preschool programs). In an effort to establish a more coherent system of delivery, the ABC bill reserves funds which can be used to extend the service day in programs which provide only half-day services. The majority of parents work full time and need full day services.

Child Care Choices

NBCDI endorses the provisions in the Act for Better Child Care which would grant states the flexibility to use vouchers as a means of allowing parents to purchase child care services which meet their individual needs. Vouchers could afford parents greater flexibility in the selection of a child care placement. A large number of states are currently using vouchers to help low-income families buy child care. Massachusetts uses a voucher day care program for welfare recipients participating in its Employment and Training Program (ET). This program is designed to remove the lack of child care services as a barrier to securing and maintaining employment for AFDC recipients. An advantage to the system is that it offers clients broader child care choices.

Resource and Referral for Parents

The ABC legislation targets funds to establish or improve child care resource and referral agencies. These agencies would assist parents in identifying and selecting appropriate placements for their children. The services provided by resource and referral agencies would help parents to access child care arrangements of which they would not otherwise be knowledgeable. The

Act for Better Child Care legislation effectively incorporates the variables required to achieve a comprehensive child care delivery system

The Solution

Chairman Kildee, colleagues, child care advocates and policy makers, we have before us an obligation to the country and, most of all, to our children, to create a foundation for the growth and development of our children through the Act for Better Child Care.

Both the human cost to families and children and the economic cost to the taxpayers of America would be greatly reduced in the long run if we invested in our children early on. The productivity and competitiveness of the United States would be greatly enhanced if we invest in our future leaders at the most critical stage of their development, the early years. The time is now. Let us not, ever again, have to bow our heads in sorrow or shame for failing to protect our young children.

Chairman Kildee, we believe your legislation addresses this serious social and economic problem, and applaud your effort.

Mr. Kildee. Thank you very much, Ms. Moore.

President Bahr?

Mr. Bahr. Mr. Chairman, thank you for this opportunity to testify on behalf of one of the single most important issues before the Congress, the care and nurturance of our Nation's children. As president of the Communications Workers of America, I represent a union of 700,000 workers employed in a wide range of occupations, including communications, public employment, and health care. In many ways, our union has been among the first to confront the workplace issues of tomorrow. Our members work in the service sector with high technology, and they are predominantly female. We are the work force in the workplace of tomorrow.

Let me describe the crisis we are facing in that workplace of tomorrow, with this one example. In the first seven months of last year, New York Telephone had to screen 90,000 applicants to fill 2,000 entry-level jobs. I think the human and economic tragedy involved in that is quite apparent. I suggest to you that quality day care is one of the tools in the arsenal that we are searching for as we look for the solution to this type of problem.

In my mind, there is no question that our future depends on making the family priority No. 1. What could possibly be more important to our futures as individuals and as a society than the family? Yet, today, families constantly are being forced to make wrenching choices between very basic needs. Too many parents—usually mothers—face incredible stress and anguish wondering whether they can keep their job and whether they will be able to care for their child.

This, simply, is wrong. We are the richest Nation in the world. How can we desert our families? How can we let these terrible choices exist? We must work toward eradicating these problems, lest the backbone of America, the family, begins to fall apart.

Families have changed. Less than 10 percent conform to the so-called traditional two-parent norm. Mothers must work, certainly, as heads of households, and even when both parents are present.

The Joint Economic Committee has reported that without the shift of women into the labor force, real family income would have fallen 18 percent since 1973. Yet, our public policy still conforms to the outmoded "Father Knows Best" notion of family life.

Since family members must work to survive, the need for child care is crucial. But there is virtually nothing there. There is space available in existing licensed child care centers and family homes for only about 6 million children, or only one-fourth of the 24 million children under the age of 13 in need of such care.

But care alone is not enough. It must be quality care. There are too many stories of children left in poor-quality care arrangements who suffer tragic consequences, as we just heard. Yet, quality child care is very hard to find. About 75 percent of infants in day care arrangements are left with largely unlicensed family care providers.

Moreover, only eight States require training for child care workers, and these workers usually are paid appallingly low wages, averaging $9,204 for workers in care centers and $4,421 for home care providers.

The problems with quality care are not the fault of those who work in centers or those who try to provide some arrangement for friends and neighbors. The problem lies, instead, with the complete lack of a child care structure in America today.

The Communication Workers has made child care a bargaining issue for years. Indeed, we negotiated in 1979 a parental leave agreement with what used to be known as the Bell System, covering some 500,000 workers nationwide. And we secured a variety of child care options for our members that include:

Three subsidized child care centers for New Jersey State workers have already been opened in Trenton as a result of joint bargaining with the State of New Jersey.

And in mid-1988 a unique 24-hour child care center serving employees of a consortium of companies will open in Tempe, Arizona. This is a direct result of joint labor-management child care committees established last year by CWA members and their employer, U.S. West. It will serve six work sites of our members as well as other employers. Partial financial and administrative support will be provided by the employer, again as part of our negotiations.

Other examples of negotiated child care arrangements are in my written statement, which I would like to submit to the committee.

Our experience has demonstrated some important points: First, that child care must be designed to meet the needs of those who use it. Poorly designed care is little better than no care at all; similarly, care must be affordable and available; third, that employees must be involved in the process; and fourth, that in today's economy, especially the service sector, the support needs to be universal.

But perhaps the biggest lesson we have learned and the most disappointing is that despite long-term, consistent, and committed efforts, the results are too few and far between. Even with employers who want to work with us, we all are stymied by the serious lack of available, affordable, and quality care. That is why it is so essential that the Federal Government provide some support. The private sector simply cannot do it alone.

Furthermore, our Nation's policymakers must set appropriate standards for care. The Act for Better Child Care is an essential step toward decent family care. It should be a top priority for Congress, just as the need for child care is a top priority for American families. Quite frankly, even more than $2.5 billion should be devoted to our Nation's children.

Furthermore, the bill sets up all-important basic standards for care and provides the training and other support which will help child care providers improve their services. The legislation establishes a Federal-State partnership that will encourage flexible arrangements to meet needs, and it does not create a big, unresponsive bureaucracy. It gets the support out there quickly and efficiently.

The Communications Workers will continue to push hard for child care support through our collective bargaining relationships. Yet, the plain truth is that even if we secure complete child care support in all of our collective bargaining agreements, it still would leave millions of workers without this critical support.

Furthermore, only the Federal Government, in partnership with the States, can establish the child care infrastructure that will open up child care opportunities for the private sector. The Federal Government must set an example and must provide support. We in labor and in the private sector, despite our efforts and commitment, cannot do it alone. We only ask that the public policy catch up to the reality that we know exists and finally provide some support for the all-important, ever-growing child care needs.

We urge quick action, Mr. Chairman, on the Act for Better Child Care. Thank you very much.

[The prepared statement of Morton Bahr follows:]

Testimony of
Morton Bahr, President
Communications Workers of America
before the
House Education & Labor Subcommittee on
Human Resources

February 25, 1988

Mr. Chairman and members of the Subcommittee, thank you for this opportunity to testify on behalf of one of the single most important issues before Congress -- the care and nurturance of our nation's children.

As president of the Communications Workers of America (CWA), I represent a union of 700,000 workers employed in a wide range of occupations, including communications, public employment and health care. In many ways, our union has been among the first to confront the workplace issues of tomorrow. Our members work in the service sector, with high technology, and our members are predominantly female. Ours is the workforce, in the workplace, of tomorrow, and as such we are dealing with the critical matters which determine whether we as a nation will be able to meet future challenges.

In my mind, there's no question that our future depends on making the family priority Number One. What could possibly be more important to our futures as individuals and as a society than the family? This indeed is the critical and fundamental building block.

The family is a web of support in good times and bad. But that web is only as strong as the strands within it and when those strands are frayed or broken, what is basic and valued in our society is in jeopardy.

This must be remembered, especially when considering important public policy matters. We cannot view our actions as having separate, discrete effects on only some people but not others. A good education is no less important than quality health care, for example, nor is a roof over heads any less essential than a decent paying job. If a family cannot afford health care for its grandparents, then educational opportunities for the children may have to be sacrificed. The lack of education in turn may diminish future earning potential and standards of living.

These are not some abstract theories, however, these are daily realities for many American families. Families constantly are being forced to make wrenching choices between very basic needs. Their hope remains strong, but in the darkest hours of night they confront the gut-wrenching reality that their children's future grows dim. Too many parents must lie in bed at night knowing that their children had only a few meager meals, perhaps supplemented by lead paint chips. Too many parents, usually mothers, face incredible stress and anguish wondering whether they can keep their job and whether they will be able to care for their child.

This simply is wrong. We are the richest nation in the world. How can we desert our families? How can we ignore these problems? How can we let these terrible choices exist that really are not choices at all?

We must work towards eradicating these problems lest the backbone of America, the family, begin to fall apart. What could be more important than taking care of our children at their time of greatest promise and greatest need?

Decent, quality, affordable child care must be one of our top priorities. The need for it is overwhelming and we must act on that knowledge.

Families have changed; less than 10 percent conform to the so-called "traditional" two-parent norm. Mothers must work, certainly as heads of households and even when both parents are present. In the absence of two wage earners, family income declines. The Joint Economic Committee has reported that without the shift of women into the labor force, real family income would have fallen 18 percent since 1973. Yet our public policy still reflects the outmoded "Father knows Best" family concept instead of recognizing the reality of today's family needs.

It is no surprise, given the increasing economic demands on families, that more and more children are without care. There is a litany of statistics reflecting this new reality:

- 57 percent of women with children under the age of three are in the workforce;
- 25 percent of American families are headed by a single parent;
- Over half of the 45.6 million children in two-parent families have both parents in the workforce; and
- More than half of all mothers with infants under the age of one must work.

Since family members must work to survive, the need for child care is crucial. But there is virtually nothing there. Only about six percent of all full-time workers have flex-time work schedules available. Very few employers provide parental leave for the care of new-born children. And according to federal government reports, there is space available in existing licensed child care centers and family homes for only about six million children, or only one-fourth of the 24 million children under the age of 13 in need of such care.

In New York City, 144,000 children are age six or younger, yet only 46,000 full time day car slots are available. In Seattle, licensed care is accessible for only 8,800 of the 23,000 children who need it.

But child care alone is not enough, it must also be quality care. There are too many stories of children left in poor quality care arrangements who suffer tragic consequences. Yet child care is hard to find and quality care is even harder to find: 75 percent of infants in day care arrangements are left with largely unlicensed family care providers.

Moreover, only eight states require training for child care workers. And these workers usually are paid appallingly low wages, averaging $9,204 for workers in care centers and $4,421 for home care providers. Apparently a higher value is placed on parking lot attendants than on those who take care of our children.

The problems with quality care are not the fault of those who work in centers or those who try to provide some arrangement for friends and neighbors. By and large these people are well-motivated, compassionate and caring people. The problem lies instead with the complete lack of a child care structure in America today.

CWA has made child care a bargaining table issue for years. Indeed, we negotiated in 1979 a parental leave arrangement with what used to be known as the Bell System, covering some 500,000 workers nationwide. And we have secured a variety of child care options for our members including:

- The first subsidized child care center for New Jersey state employees; in this case, Transportation Department workers in Trenton, just was opened pursuant to contract negotiations with CWA;

- In mid-1988, a unique, 24-hour child care center serving employees of a consortium of companies will open in Tempe, Arizona. This is a direct result of our 1986 contract agreement with one of the participating employers. It will serve six worksites of our members, as well as other employees. Partial financial and administrative support will be provided by the employer, again as part of our negotiations;

- CWA-represented nurses in a Buffalo hospital negotiated an agreement to provide on-site child care services. The facility cares for about 55 children a day but there is a long waiting list;

- A group of Tennessee telephone workers conducted a needs survey and, together with state assistance, succeeded in getting a state-wide referral service for Bell workers. This aids both urban and rural employees; and

- In 1985, a committee representing operator services in Michigan produced a directory of licensed child care facilities and referral service. They have worked particularly with a 24-hour care center that provides a discount for these Bell employees.

Our experience has demonstrated some important points. First, that child care must be designed to meet the needs of those who use it. Poorly designed care is little better than no care at all. Similarly, care must be affordable and available. Third, that employees must be involved in the process. And fourth, that in today's economy, especially the service sector, work is a 24-hour a day matter. So child care cannot simply be 9-to-5 or only located in urban centers; the support needs to be universal.

But perhaps the biggest lesson we have learned, and the most disappointing, is that despite long-term, consistent and committed efforts, the results are too few and far between. At times it's due to employer resistance; in part, it's because we recognize that a well-planned program is important. But even with employers who want to work with us, we all are stymied by the serious lack of available, affordable and quality care.

That is why it is so imperative that the federal government provide some support. The private sector simply cannot do it alone.

Furthermore, our nation's policy makers must set appropriate standards for care. There must be a uniform, consistent level of quality provided. Our children deserve no less.

The Act for Better Child Care (H.R. 3660) is an essential first step toward the all-important goal of decent family care. It should be a top priority for Congress, just as the desperate need for child care support is a top priority for American families. Quite frankly, Congress should go even further than the ABC bill as there needs to be more than $2.5 billion devoted to our nation's children. This is an important investment in our nation's future. Yet we recognize that Reagan era deficits have restricted resources.

Furthermore, the bill sets up all-important basic standards for care and provides the training and other support which will help child care providers improve their services. The legislation establishes a federal-state partnership that will encourage flexible arrangements to meet need. And it does not create a big, unresponsive bureaucracy; it gets the support out there quickly and efficiently.

Just as the family is a web of support, so too is our government. We cannot ignore child care needs and not expect consequences. Indeed, there is overwhelming evidence that the failure to support our children only costs us far more in the long run.

Billions of dollars are spent on MX missiles and money is funneled into the pet care of military officers. But the people's representatives must set better priorities. Our money would be far better spent on our future, our children.

CWA will continue to push hard for child care support through our collective bargaining relationships. It will be one of our top priorities. Yet the plain truth is that even if we secure complete child care support in all of our collective bargaining contracts, it still would leave millions of workers without this critical support. Furthermore, only the federal government, in partnership with the states, can establish the child care infrastructure that will open up child care opportunities for the private sector. The federal government must set an example and must provide support. We in labor and in the private sector, despite our efforts and commitment, cannot do it alone. We only ask that public policy catch up to the reality which we know exists and finally provide some support for the all-important, ever-growing child care needs.

Thank you.

Mr. **Kildee**. Thank you very much, President Bahr, for your testimony.

President Jim Scheibel, St. Paul City Council.

Mr. **Scheibel**. Good afternoon, Mr. Chairman. I will summarize my remarks.

Mr. **Kildee**. Thank you.

Mr. **Scheibel**. I am Jim Scheibel, president of the city council in St. Paul and past Chair of the human development committee of the National League of Cities. I am here this afternoon representing the board of the National League of Cities. I am testifying today on behalf of the publicly elected officials of 16,000 of the Nation's cities and towns. We appreciate this opportunity to appear before this subcommittee to present our views on the Act for Better Child Care, which is supported by the National League of Cities, and to thank you for your outstanding leadership in the area of child care.

I am here to speak to an issue that greatly affects the health and safety of our Nation's children, the economic, social, and educational conditions of American families has necessarily become a high priority of city officials. As the closest, most accessible level of Government, local officials are increasingly charged with finding solutions to the problem of children in poverty which were previously handled by the family.

Today's discussion is a result of the reality that by 1995 two-thirds of all preschool children will have mothers in the work force, and four out of five school-age children will have working mothers. According to a 1983 New York Times poll, 71 percent of the mothers who work do so to support their families—not just to have something interesting to do. The legislation under consideration today attempts to address the national child care crisis. The pace by which we are increasing the number of safe, affordable, quality child care opportunities is falling far short of the critical need of parents. To link the pace of providing child care to the demonstrated need, a substantial financial commitment must be made by all levels of Government as well as by the private sector.

We realize that $2.5 billion in the ABC bill is a cause of serious consternation at the Federal, State, and local level. At a time when we are all seeking to cut expenditures, it appears contradictory to encourage passage of so costly a proposal. Without question, the National League of Cities views an investment in our children now as one which will save far more later. The concern for adequate provision of child care incorporated in this and other legislative proposals moving through the congressional process is but a foundation to a national child care agenda.

The up-front costs of providing children with quality preschool activities, according to the results of one study, resulted in a savings of $6 for every dollar invested in the 1-year programs. Such savings reduced the cost to society in more than dollars. The reduction in crime, poverty, and illiteracy are significant.

I would like to address the relationship between the issue of child care and the pending welfare reform legislation. The majority of the 33 million Americans living in poverty live in the Nation's cities and towns, and 61 percent live in metropolitan areas, the other in rural towns and cities.

While every American should have the opportunity to lift himself or herself and family out of poverty, nearly two-thirds of those responding to a 1986 study of welfare participants cited difficulties with child care arrangements as a primary problem in seeking and keeping jobs. Of the women who had given up job hunting who were surveyed, 76 percent cited child care difficulties as the reason. About 60 percent AFDC work program respondents were prevented from participating in work programs because of a lack of child care.

The success of welfare reform proposals presently before Congress depend on transitional services such as the availability of safe, affordable child care. While we know some parents are able to afford $3,000 per year, the average cost of child care, spending $3,000 on child care is out of the question for those employed in jobs paying the minimum wage of $6,700. Not even a two-wage-earner family paid the minimum wage, $13,000, could manage these costs.

Imagine the frustration of a welfare recipient desperately trying to loosen the grip of poverty, only to face another barrier to independence: the lack of affordable, safe child care. If we cannot provide child care to the very people welfare reform is supposed to help, its passage is labor lost.

We do not believe we can address welfare reform without addressing the critical need for child care in this country. As the level of Government closest to the problem, local Governments need a basic level of resources to help them meet the child care needs of our citizens. Mr. Chairman, we believe the ABC bill addresses this important issue. Your approach is one which we believe will increase the availability of center and home-based care, increase a family's ability to afford care for their children, and most importantly, ensure an increase in the quality of that care.

In introducing H.R. 3660, you have brought to light critical elements missing in the haphazard approach we have witnessed nationwide. Without a more unified approach, we are playing Russian roulette with the future of our most important natural resource: our children.

Cities are becoming information centers for child care programs and are role models by providing quality child care for their own employees. Cities are also working with private industry to help provide parents with the resources necessary to meet the cost of purchasing care.

Many local Governments are working to expand the availability of child care opportunities within their communities. A recent publication by the National League of Cities entitled "Children, Families, and Cities" cites numerous examples of what cities are doing to increase the availability of child care.

Inasmuch as we are already moving in the same direction as the proposed legislation, we have experiences that we can share at the State and Federal levels. Although the legislation seeks to unify existing experience and programs, it has omitted consultation with what is already available at the local Government level. We would like to express our concern about the lack of involvement of local elected officials. The legislation includes a role for the Federal and State Government, yet omits the role for local Government. It is like a craftsman who uses fine wood in constructing a stool, but you cannot sit on it, for it only has two legs.

As mentioned earlier, cities and towns are a majority of where people live and work. We know where the greatest need is within the community. Consequently, we believe we can offer a considerable resource to State interagency advisory committee.

Yesterday a report was released about the infrastructure in our cities. Many cities, many mayors and council members and other city officials, are also beginning to address another important part of our infrastructure: child care centers. I believe this bill would help us address this part of our infrastructure as well. Thank you.

[The prepared statement of James Scheibel follows:]

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STATEMENT OF
JAMES SCHEIBEL
PRESIDENT OF THE ST. PAUL CITY COUNCIL
AND IMMEDIATE PAST CHAIR OF THE
HUMAN DEVELOPMENT COMMITTEE
OF THE NATIONAL LEAGUE OF CITIES

on

CHILD CARE

before the

EDUCATION AND LABOR SUBCOMMITTEE
ON HUMAN RESOURCES

February 25, 1988

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STATEMENT
OF
JIM SCHEIBEL, PRESIDENT OF THE ST. PAUL CITY COUNCIL AND IMMEDIATE PAST CHAIR OF THE HUMAN DEVELOPMENT COMMITTEE OF THE NATIONAL LEAGUE OF CITIES

GOOD MORNING, MR. CHAIRMAN. I AM JIM SCHEIBEL, PRESIDENT OF THE ST. PAUL, MINNESOTA CITY COUNCIL AND IMMEDIATE PAST CHAIR OF THE HUMAN DEVELOPMENT COMMITTEE OF THE NATIONAL LEAGUE OF CITIES. I AM PRESENTLY REPRESENTATIVE TO THE NLC BOARD OF DIRECTORS FROM THE COMMITTEE.

I AM TESTIFYING TODAY ON BEHALF OF THE PUBLICLY ELECTED OFFICIALS OF 16,000 OF THE NATION'S CITIES AND TOWNS. WE APPRECIATE THIS OPPORTUNITY TO APPEAR BEFORE THE SUBCOMMITTEE TO PRESENT OUR VIEWS ON THE "ACT FOR BETTER CHILD CARE" BILL AND TO THANK YOU FOR YOUR OUTSTANDING LEADERSHIP IN THE AREA OF CHILD CARE.

I AM HERE TO SPEAK TO AN ISSUE THAT GREATLY AFFECTS THE HEALTH AND SAFETY OF OUR NATION'S CHILDREN. THE ECONOMIC, SOCIAL AND EDUCATIONAL CONDITIONS OF THE AMERICAN FAMILY HAS NECESSARILY BECOME A HIGH PRIORITY OF CITY OFFICIALS. AS THE CLOSEST, MOST ACCESSIBLE LEVEL OF GOVERNMENT, LOCAL OFFICIALS ARE INCREASINGLY CHARGED WITH FINDING SOLUTIONS TO PROBLEMS OF CHILDREN IN POVERTY WHICH PREVIOUSLY WERE

HANDLED BY THE FAMILY.

TODAY'S DISCUSSION IS A RESULT OF THE REALITY THAT:

- BY 1995 2/3 OF ALL PRESCHOOL CHILDREN WILL HAVE MOTHERS IN THE WORKFORCE AND FOUR OUT OF FIVE SCHOOL-AGE CHILDREN WILL HAVE WORKING MOTHERS.
- ACCORDING TO A 1983 NEW YORK TIMES POLL, 71 PERCENT OF MOTHERS WHO WORK, DO SO TO SUPPORT THEIR FAMILIES, NOT JUST TO HAVE SOMETHING INTERESTING TO DO.

THE LEGISLATION UNDER CONSIDERATION TODAY - THE ACT FOR BETTER CHILD CARE SERVICES - BETTER KNOWN AS THE "ABC" BILL - ATTEMPTS TO ADDRESS THE NATIONAL CHILD CARE CRISIS. THE PACE BY WHICH WE ARE INCREASING THE NUMBER OF SAFE, AFFORDABLE, QUALITY CHILD CARE OPPORTUNITIES IS FALLING FAR SHORT OF THE CRITICAL AND OFTENTIME LIFE-THREATENING NEED OF PARENTS.

TO LINK THE PACE OF PROVIDING CHILD CARE TO THE DEMONSTRATED NEED, A SUBSTANTIAL FINANCIAL COMMITMENT MUST BE MADE BY ALL LEVELS OF GOVERNMENT AS WELL AS THE PRIVATE SECTOR.

WE REALIZE THE $2.5 BILLION ABC BILL IS A CAUSE OF SERIOUS CONSTERNATION AT FEDERAL, STATE AND LOCAL LEVELS. AT A TIME WHEN WE ARE ALL SEEKING WAYS TO CUT EXPENDITURES, IT APPEARS CONTRADICTORY TO ENCOURAGE PASSAGE OF SO COSTLY A PROPOSAL.

WITHOUT QUESTION, THE NATIONAL LEAGUE OF CITIES VIEWS AN INVESTMENT IN OUR CHILDREN NOW AS ONE WHICH WILL SAVE FAR MORE LATER. THE CURRENT CONCERN FOR ADEQUATE PROVISION OF CHILD CARE INCORPORATED IN THIS AND OTHER LEGISLATIVE PROPOSALS MOVING THROUGH THE CONGRESSIONAL PROCESS IS BUT A FOUNDATION TO A NATIONAL CHILD CARE AGENDA.

THE UP FRONT COSTS OF PROVIDING CHILDREN WITH QUALITY PRESCHOOL ACTIVITIES, ACCORDING TO THE RESULTS OF THE IPSILANTI, MICHIGAN PRESCHOOL PROGRAM STUDY, RESULTED IN A SAVINGS OF SIX DOLLARS FOR EVERY DOLLAR INVESTED IN A ONE-YEAR PROGRAM. SUCH SAVINGS REDUCE THE COST TO SOCIETY IN MORE THAN DOLLARS. THE REDUCTION IN CRIME, POVERTY AND ILLITERACY ARE SIGNIFICANT.

AS YOU KNOW, THE HIGH/SCOPE EDUCATIONAL RESEARCH FOUNDATION CONDUCTS EARLY CHILDHOOD SURVEYS TO SHOW THE CONNECTION OF EARLY CHILDHOOD LEARNING AND ITS IMPACT UPON A CHILDS EDUCATIONAL, SOCIOLOGICAL AND ECONOMIC OUTCOME.

TO BEGIN, I WOULD LIKE TO ADDRESS THE RELATIONSHIP BETWEEN THE ISSUE OF CHILD CARE AND THE PENDING WELFARE REFORM LEGISLATION.

THE MAJORITY OF THE 33 MILLION AMERICANS LIVING IN POVERTY LIVE IN THE NATION'S CITIES AND TOWNS. SIXTY ONE PERCENT LIVE IN METROPOLITAN AREAS, THE OTHERS LIVE IN RURAL TOWNS AND CITIES.

WHILE EVERY AMERICAN SHOULD HAVE THE OPPORTUNITY TO LIFT HIMSELF OR HERSELF AND FAMILY OUT OF POVERTY NEARLY TWO-THIRDS OF THOSE

RESPONDING TO A 1986 STUDY OF WELFARE PARTICIPANTS BY THE NATIONAL SOCIAL SCIENCE AND LAW CENTER CITED DIFFICULTIES WITH CHILD CARE ARRANGEMENTS AS THE PRIMARY PROBLEM IN SEEKING AND KEEPING JOBS:

* 76 PERCENT OF THE WOMAN SURVEYED WHO HAD GIVEN UP JOB-HUNTING CITED CHILD CARE DIFFICULTIES AS THE REASON.

* ACCORDING TO THE U.S. GENERAL ACCOUNTING OFFICE, ABOUT 60 PERCENT OF AID TO FAMILIES WITH DEPENDENT CHILDREN, (AFDC) WORK PROGRAM RESPONDENTS WERE PREVENTED FROM PARTICIPATING IN WORK PROGRAMS BECAUSE OF LACK OF CHILD CARE.

THE SUCCESS OF THE WELFARE REFORM PROPOSALS PRESENTLY BEFORE CONGRESS DEPEND UPON TRANSITIONAL SERVICES SUCH AS THE AVAILABILITY OF SAFE, AFFORDABLE CHILD CARE. WHILE WE ALL KNOW PARENTS ABLE TO AFFORD THE $3,000 PER YEAR AVERAGE COST OF CHILD CARE, SPENDING $3,000 PER YEAR ON CHILD CARE IS OUT OF THE QUESTION FOR THOSE EMPLOYED IN JOBS PAYING THE MINIMUM WAGE OF $6,700. NOT EVEN A TWO WAGE-EARNER FAMILY PAID THE MINIMUM WAGE ($13,00) COULD MANAGE THESE COSTS.

IMAGINE THE FRUSTRATION OF A WELFARE RECIPIENT DESPERATELY TRYING TO LOOSEN THE GRIP OF POVERTY ONLY TO FACE ANOTHER BARRIER TO INDEPENDENCE - THE LACK OF AVAILABLE, SAFE AND AFFORDABLE CHILD CARE. IF WE CANNOT PROVIDE CHILD CARE TO THE VERY PEOPLE WELFARE REFORM IS SUPPOSED TO HELP, ITS PASSAGE IS LABOR LOST.

THE PURPOSE OF THE HOUSE-PASSED HR 1720 LEGISLATION AND THE

LEGISLATION (S. 1511) PENDING BEFORE THE SENATE IS TO REDUCE THE RISING WELFARE COSTS BY HELPING WELFARE RECIPIENTS GAIN FINANCIAL INDEPENDENCE THROUGH JOBS THAT PAY ENOUGH TO SUPPORT A FAMILY.

WE DO NOT BELIEVE WE CAN ADDRESS WELFARE REFORM - OR THE FEDERAL DEFICIT - WITHOUT ADDRESSING THE CRITICAL NEED FOR CHILD CARE IN THIS COUNTRY.

AS THE LEVEL OF GOVERNMENT CLOSEST TO THE PROBLEM, LOCAL GOVERNMENTS NEED BASIC LEVELS OF RESOURCES TO HELP MEET THE CHILD CARE NEEDS OF THEIR CITIZENS. MR. CHAIRMAN, WE BELIEVE THE "ABC" BILL ADDRESSES THIS IMPORTANT ISSUE.

YOUR APPROACH IS ONE WHICH WE BELIEVE WILL INCREASE THE AVAILABILITY OF CENTER AND HOME-BASED CARE, INCREASE A FAMILY'S ABILITY TO AFFORD CARE FOR THEIR CHILDREN, AND, MOST IMPORTANTLY, ENSURE AN INCREASE IN THE QUALITY OF THAT CARE.

IN INTRODUCING HR 3660, REPRESENTATIVE KILDEE HAS BROUGHT TO LIGHT CRITICAL ELEMENTS MISSING IN THE HAPHAZARD APPROACH WE HAVE WITNESSED NATIONWIDE. WITHOUT A MORE UNIFIED APPROACH, WE ARE PLAYING RUSSIAN ROULETTE WITH THE FUTURE OF OUR MOST IMPORTANT NATURAL RESOURCE - OUR CHILDREN.

THE LEGISLATION PROVIDES GRANTS AND LOANS TO STATES TO MEET MINIMUM STANDARDS TO OPERATE PROGRAMS OR SUBCONTRACT OUT FOR SERVICES. THIS IS PARTICULARLY IMPORTANT AS THE NEED TO EXPAND THE AVAILABILITY OF

CHILD CARE GROWS BY LEAPS AND BOUNDS.

MUNICIPALITIES ARE BECOMING MORE SO THE INFORMATION CENTER FOR COMMUNITY CHILD CARE PROGRAMS WANTING TO EXPAND BUT UNABLE TO DO SO BECAUSE OF LIMITED FINANCIAL RESOURCES. CITIES ARE ALSO COMMUNITY ROLE MODELS BY PROVIDING QUALITY CHILD CARE FOR THEIR OWN EMPLOYEES. CITIES ARE ALSO WORKING WITH PRIVATE INDUSTRY TO HELP PROVIDE PARENTS WITH THE RESOURCES NECESSARY TO MEET THE COST OF PURCHASING CARE.

FINDING RESOURCES TO FINANCE THE MANY FACETS EXPANDING CHILD CARE INCLUDING, RENOVATING FACILITIES, STAFF TRAINING, GREATER SALARIES FOR PROVIDERS IS DIFFICULT AT BEST. TO ALSO PROVINDING FINANCIAL ASSISTANCE TO NEEDY FAMILIES IS TOO LARGE A TASK TO BE HANDLED AT THE LOCAL LEVEL ALONE. CITIES NEED THE FINANCIAL SUPPORT OF THE FEDERAL GOVERNMENT IF IT IS TO MAKE A DENT IN ADDRESSING THE CURRENT CRISIS.

MANY LOCAL GOVERNMENTS ARE WORKING TO EXPAND THE AVAILABILITY OF CHILD CARE OPPORTUNITIES WITHIN THEIR COMMUNITIES. A RECENT PUBLICATION BY THE NATIONAL LEAGUE OF CITIES ENTITLED CHILDREN, FAMILIES AND CITIES, SITES NUMEROUS EXAMPLES OF WHAT CITIES ARE DOING TO INCREASE THE AVAILABILITY OF CHILD CARE.

FOR EXAMPLE:

- SAN FRANCISCO DEMONSTRATES THE LINKAGE BETWEEN DOWNTOWN OFFICE DEVELOPMENT AND CITY GOVERNMENT. IN SEPTEMBER OF 1985, THE BOARD OF SUPERVISORS ADOPTED THE DOWNTOWN PLAN, WHICH REQUIRED DEVELOPERS OF

ALL NEW OFFICE BUILDINGS OR OFFICE RENOVATIONS IN EXCESS OF 50,000 SQUARE FEET MUST EITHER PROVIDE AN ONSITE CHILD CARE FACILITY OR MAKE A CONTRIBUTION TO A CHILD CARE FUND.

- SEATTLE, WASHINGTON HAS USED ZONING TO INCREASE THE AVAILABILITY OF SPACE FOR CHILD CARE. INCENTIVES TO BUILDERS GENERALLY INCLUDE BUILDING SQUARE FOOTAGE BONUSES.

- ST. PAUL, MINNESOTA.....

IN AS MUCH AS WE ARE ALREADY MOVING IN THE SAME DIRECTION AS THE PROPOSED LEGISLATION, WE HAVE EXPERIENCES THAT WE CAN SHARE AT THE STATE AND FEDERAL LEVELS. ALTHOUGH THE LEGISLATION SEEKS TO UNIFY EXISTING EXPERIENCE AND PROGRAMS, IT HAS OMITTED CONSULTATION WITH AND OF WHAT IS ALREADY AVAILABLE AT THE LOCAL GOVERNMENT LEVEL.

WE SUGGEST THE UTILIZATION OF THE CURRENT STRUCTURE OF THE JOB TRAINING PARTNERSHIP ACT (JTPA). MONEY PASSES DIRECTLY TO CITIES OR COUNTIES, OR CONSORTIUMS OF CITIES OR COUNTIES, THEREBY ENHANCING THE VALUE OF LIMITED RESOURCES. PROVIDING FUNDING DIRECTLY TO UNITS OF GENERAL PURPOSE LOCAL GOVERNMENT AND WOULD ELIMINATE A LEVEL OF BUREAUCRACY AND REDUCE ADMINISTRATIVE COSTS AND WOULD THIS INCREASE THE NUMBER OF CHILD CARE SLOTS, WHICH IS THE PURPOSE OF THE BILL.

JTPA IS SERVING THE SAME CLIENTELE AS THE TARGET POPULATION IN THE BILL. AS PRIMARY ADMINISTRATORS OF JOBS PROGRAMS, WE ALREADY SERVE THIS POPULATION AND HAVE A LINK AND ACCESS TO THE COMMUNITIES BEING

SERVED.

MOREOVER, AS NOTED EARLIER, MUNICIPALITIES ARE ALREADY DOING THIS SO WHAT WE ARE SUGGESTING IS A WAY TO EXPAND EXISTING PROGRAMS.

BECAUSE THE GRANTS AND LOANS REVOLVE AROUND A FEDERAL-STATE PARTNERSHIP, IT PROVIDES NO ALLOWANCE FOR CITIES AND COUNTIES THAT MAY COMPLY WITH ELIGIBILITY RULES BUT LOCATED IN A STATE CHOOSING NOT TO PARTICIPATE.

WE WOULD LIKE TO EXPRESS SERIOUS RESERVATIONS AND GRAVE CONCERNS ABOUT THE LACK OF INVOLVEMENT OF LOCAL ELECTED OFFICALS. THE LEGISLATION INCLUDES A ROLE FOR THE FEDERAL AND STATE GOVERNMENTS YET OMITS THE LOCAL GOVERNMENT. IT IS LIKE THE CRAFTSMAN THAT USES FINE WOOD IN CONTRUCTING A STOOL BUT YOU CANNOT SIT ON IT FOR IT HAS ONLY TWO LEGS.

AS MENTIONED EARLIER, CITIES AND TOWNS ARE WHERE A MAJORITY OF THE PEOPLE LIVE AND WORK. WE KNOW WHERE THE GREATEST NEED IS WITHIN THE COMMUNITY. CONSEQUENTLY, WE BELIEVE WE CAN OFFER A CONSIDERABLE RESOURCE TO A STATE INTERAGENCY ADVISORY COMMITTEE.

AS A CENTRAL GATHERING POINT, WE ARE ALSO IN A POSITION TO INCLUDE CHILD CARE IN OUR ECONOMIC DEVELOPMENT PLANNING. THUS, WE ARE IN A POSITION TO COORDINATE THE NEED FOR CHILD CARE WITH NEW BUSINESSES ENTERING THE COMMUNITY. AS MENTIONED EARLIER IN OUR TESTIMONY, CITIES ARE ALREADY INVOLVED IN THIS EFFORT.
MANY CITIES, SUCH AS ST. PAUL, ARE....

EMPLOYER TAX CREDIT:

WE BELIEVE THE USE OF AN EMPLOYER SPONSORED TAX CREDIT TO ENCOURAGE EMPLOYER-SPONSORED CHILD CARE IS A WORTHY ENDEAVOR. AS COMMUNITY LEADERS, LOCAL ELECTED OFFICIALS HAVE THE RESPONSIBILITY TO ENCOURAGE ALL NEW BUSINESSES AND EMPLOYERS TO DO ALL THEY CAN TO FILL THE CHILD CARE NEEDS OF THEIR EMPLOYEES. WHILE THERE ARE NUMEROUS ALTERNATIVES, ALL AVENUES SHOULD BE LEFT OPEN.

LIABILITY INSURANCE:

IN RECENT YEARS, CITIES HAVE EXPERIENCED UNPRECEDENTED INCREASES IN COSTS IN PROTECTING THEMSELVES FROM PUBLIC LIABILITY. MOREOVER, CITIES AND TOWNS HAVE FOUND THAT WHILE THE AVAILABILITY OF LIABILITY INSURANCE HAS IMPROVED, THE ASTRONOMICAL COSTS CONTINUE TO MAKE IT IMPOSSIBLE FOR THEM TO PURCHASE COVERAGE.

WHILE CITIES MUST FIND BETTER WAYS TO IMPROVE THEIR OWN INTERNAL MANAGEMENT PROGRAMS AND POLICIES TO IDENTIFY, REDUCE, ELIMINATE AND PROTECT AGAINST THE RISKS OF CARRYING OUT SERVICES SUCH AS PROVIDING CHILD CARE WE SUGGEST FURTHER CONSIDERATION BE GIVEN TO INCLUDING PROVISIONS TO INCREASE THE AVAILABILITY AND COST EFFECTIVE LIABILITY INSURANCE.

WE APPRECIATE THE REASONS TO NOT INCLUDE LIABILITY REFORM MEASURES IN THE LEGISLATION. HOWEVER, FAILURE TO ADDRESS THE ISSUE MAKES IT DIFFICULT FOR CITIES AND TOWNS TO BROADEN THEIR PARTICIPATION IN CHILD CARE EXPANSION. IF THE NEED TO EXPAND CHILD CARE SLOTS IS INDEED THE POINT OF THIS BILL, WE BELIEVE THE INCLUSION OF LIABILITY INSURANCE REFORM IS AN ESSENTIAL PART OF A CITIES ABILITY TO CONTRIBUTE.

Mr. Kildee. Thank you very much.

Nan Rich?

Ms. Rich. Good afternoon. I am Nan Rich, a member of the executive committee of the National Council of Jewish Women.

Since NCJW's establishment in 1893, our organization has been concerned with the rights, needs, and quality of life of America's children and youth. I want to mention before I begin that our organization had an advocacy institute in Washington in November, and at that time I was privileged to represent NCJW at the press conference where you introduced this bill. And it was a very exciting experience, and I am happy to be back here again to represent our organization and to talk to you about why NCJW supports the Act for Better Child Care Services.

I also have submitted written testimony and will summarize here.

The lack of affordable, available, quality child care is not a new issue, neither for the Nation nor NCJW. In 1972, Windows on Day Care, NCJW's landmark survey of day care in America, cited an acute and intensifying shortage of developmental day care services and reported highly disturbing qualitative deficiencies in the services available.

Unfortunately, the problem of yesterday has become the crisis of today. The issues we identified more than 16 years ago are the same, with one significant change: the number of women in the work force. Yet, our national policy does not reflect this very significant and permanent change. The NCJW Center for the Child, a research institute, has been addressing child care and work/family issues.

"Mothers in the Workplace" is the center's national study of how working parents reconcile the conflicting demands of work and family life. The field research has been conducted by more than a thousand NCJW volunteers, and it has revealed much about the infant care problems of the 2,620 women who were interviewed. When moderate- and low-income parents are forced to arrange child care outside the extended family network, the cost becomes onerous and the quality of care may suffer.

For example, families with household incomes below $25,000 spend 17 percent of household income for full-time child care, and that percentage continues to increase as household income decreases.

The same forces that are pushing more and more mothers of young children into the labor force and keeping women in the labor force for longer periods of their lives will make it increasingly difficult for low- and moderate-income working parents to find relatives who are willing to provide child care services at no or low cost.

And also, I am sorry that Representative Tauke is not here, but maybe you will share this with him. The written testimony does address this area more extensively, and we will have results coming out of stage III of the "Mothers in the Workplace" study which do deal specifically with the fact that extended family or relatives are becoming less and less available for child care.

More importantly, we are fostering and perpetuating a two-tiered child care service system. For those lower income working parents who must increasingly purchase the least expensive child care services, inevitably the quality of care received by their children will suffer by comparison to the quality of care received by the economically advantaged. As a society, we simply cannot allow such inequity to persist and worsen.

NCJW believes as you do, Representative Kildee, that the responsibility for the provision of child care services must be shared by many partners. Some say it is the responsibility of the State to meet the child care needs of its families, and that is partially true. However, a State's response to the child care crisis is more dependent on its economy than the number of children needing child care. With such an uneven response from States, they alone cannot fill the child care needs of their families.

Others say it is the responsibility of the employer to meet the child care needs of their employees, and this is also partially true. Findings from a recent Government study indicate that 11 percent of the Nation's workplaces provide some child care support.

Contrary to some reports based on employers' experiences, findings from the "Mothers in the Workplace" study indicated that working mothers were quite likely to find employer-provided child care benefits useful. About 50 percent of working mothers who were offered child care benefits made some use of them and 74 percent of women using these services found them very helpful.

As research coordinator for the mothers study in Dade County, Florida, which is Miami, I personally interviewed over 25 women 4 to 5 months after their return to work. The overriding issue and concern, which cut across all ethnic, racial, and socioeconomic backgrounds, was child care. These women expressed high levels of stress and guilt at leaving their children during periods when they were unhappy with their child care arrangements. Yet, most, due to economic necessity, had to return to work.

Clearly, employers play an important role in any child care partnership, but they alone are unable to meet the needs of working parents. NCJW believes that the Federal Government must assume the lead role in responding to the child care needs of America's families. And yet, the role of the Federal Government has decreased over the past several years, as evidenced in the dramatic cutbacks in title XX social services block grants, the largest source of Federal child care assistance.

Let me share with you the real impact of what those cuts in title XX and the lack of child care resources mean for my State of Florida. As of December 1987, 27,975 children are on a documented waiting list for subsidized child care. These include 2,463 children whose mothers have applied for employment and training programs, but can't participate due to lack of child care. In 5 of 11 of the State social service agency districts, more children are waiting outside the door than those receiving child care inside.

In addition, if you look at the growth in Florida, second only to the population over 85 is the growth of population from zero to 4 years of age. Estimates are that the waiting list for subsidized day care in Florida will increase next fiscal year by 6,200, and we know that to be true because when the two grandchildren were killed, the waiting list last year was 22,000 and this year, as I mentioned, it is 27,975.

NCJW's Windows on Day Care 16 years ago called for a Federal appropriation of $2 billion for fiscal year 1973, to expand and improve child care. It is saddening that there has been so little progress over the last 16 years ago, but it is heartening that today there is renewed interest and fervor in the child care issue across the political spectrum.

NCJW is proud to join with our colleagues here today in support of the Act for Better Child Care Services. It is time that we take the first important step in developing a national child care policy that provides the resources to support America's families in their quest to be both productive workers and caring parents. I thank you.

[The prepared statement of Nan Rich follows:]

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STATEMENT OF NATIONAL COUNCIL OF JEWISH WOMEN

Nan Rich, NCJW National Executive Committee Member

SUBMITTED TO THE U.S. HOUSE OF REPRESENTATIVES
Subcommittee on Human Resources
FEBRUARY 25, 1988

Good morning. I am Nan Rich, a member of the National Council of Jewish Women's (NCJW) Executive Committee. NCJW is the oldest Jewish women's organization in America with 100,000 active volunteers in 200 communities nationwide. Since NCJW's establishment in 1893, when volunteers worked to gain the passage of child labor laws, the organization has been concerned with the rights, needs and quality of life of the nation's children and youth. Research, advocacy and community service form NCJW's combined approach to its six priority areas of women's issues, Israel, aging, Jewish life, constitutional rights, and children and youth.

Today I would like to talk about why NCJW believes that the Act for Better Child Care Services (ABC/H.R.3660) is an important response to the current child care crisis and a necessary investment in the future of this nation.

ABC, a comprehensive child care initiative, provides an infrastructure solution and begins to respond to a critical need of America's low and middle income families with children. It would provide states with new federal funds to make child care more affordable for low and moderate income families; increase the number of child care facilities and qualified day care staff available to all families; and improve the quality of day care services, help coordinate child care resources, and encourage a range of day care options so parents can find appropriate services for their children.

The Child Care Crisis

The lack of affordable, available and quality child care is not a new issue--either for the nation or NCJW. Windows on Day Care, NCJW's landmark study of the 1970's, was one of the first to bring attention to the problems of our day care system.

The report tells the story of what members of our organization in 77 of their local Sections saw when they examined existing day care needs and services in their communities.

In 1972, Windows on Day Care reported that not only was there "an acute shortage of developmental day care services in the United States... but (that) this shortage is intensifying. Millions of children are being deprived of opportunities for the care and development which should be their birthright." In many communities volunteers found that "an eight or tenfold or even greater expansion of comprehensive quality day care would be necessary to meet existing needs."

All 77 city reports summarized in the study indicated not only a serious quantitative shortage but also highly disturbing deficiencies in the quality of services available. One-fifth of the centers visited were regarded as "poor," nearly one-half--primarily custodial--were rated "fair," and less than one-third considered of "good" or "superior" quality.

Unfortunately, the problem of yesterday is the crisis of today: over-crowded conditions; long waiting lists; under-funded support systems; growing numbers of latch-key and lock-in children; inadequately trained and poorly paid providers.

The issues identified more than 16 years ago in NCJW's Windows on Day Care are the same--the times, however, have changed. In 1972, there were only 12 million working mothers. Since the 1970's, there has been a 108% increase in the number of married mothers with infants under the age of one in the workforce.

Today, there are 50 million women in the workforce who make up 44% of the total labor force. And over 80% will become mothers during their working lives.

In 1985, 84% of black working mothers, 69% of white working mothers, and 79% of Hispanic working mothers worked full-time. 1.7 million of these working women became pregnant. Most of these women took only brief leaves of absence from work for childbirth.

With the influx of women in the labor force comes the increased need for child care. Presently an estimated 9 million children in the U.S. need day care--a figure estimated to rise by 3 million in the next three years. And by 1995, 2/3 of all pre-school children and 4 out of 5 school-age children will have mothers in the workforce.

Women are in the workforce to stay, and yet our national policy does not reflect this very significant and permanent change. As the number of children with working mothers has grown so dramatically, there has been no corresponding commitment on the part of the federal government to invest in good child care.

Our failure to meet this nation's child care crisis is reflected in the growing number of senseless tragedies. I come from Dade County, Florida. Many of you may know the story of Linda Grant, also from Dade County. In 1986, her three- and four-year-old sons tumbled and burned to death while playing in the clothes dryer when their mother went to work and left them at home alone after her child care arrangements fell through. She was on a waiting list with 22,000 other families for government-subsidized child care. That list has now climbed to 28,000.

There is no policy in place to prevent such tragedies in the future.

The NCJW Center for the Child has been addressing child care and other work-family issues in its Mothers in the Workplace study. Established three years ago as an outgrowth of NCJW's deep concern for children and families, the Center's mission is to promote the well-being of America's children and families through research that can be put to practical use in shaping programs and policy in both the public and private sectors.

Mothers in the Workplace--the Center's inaugural project--is a national study of how working parents reconcile the often conflicting demands of job and family life. Field research has been conducted by more than 1,000 trained NCJW volunteers in 100 communities across the country. While the sample was not randomly drawn from the population of all pregnant women in the United States, every effort was made to reflect the diversity of that population with respect to education, ethnicity, income, age, occupation, industry, parity, marital status, and other socio-demographic factors.

Interviews with 2,620 working women during their third trimester of pregnancy and follow-up interviews with these same women four to seven months after childbirth, reveal much about infant care problems and solutions in the lives of working parents. While the unavailability of affordable child care makes it impossible for some new mothers to re-enter the labor force, most find some solution.

Moderate and lower income working parents frequently turn to relatives for assistance. Among parents in our study with total household incomes below $25,000, 30% rely upon relatives for infant care services, while 22% of these parents meet their infant care needs mainly, or entirely, by sharing child care responsibilities among themselves. When relatives provide care, 47% are not paid for their services, and when relatives are paid for infant care services, 97% are paid at below-market rates.

When moderate and lower income parents are forced to arrange infant care outside the family and extended family network, the costs become onerous and the quality of care may suffer. Families with household incomes at or above $25,000 per year spend on the average 7.5% of their total household income for full-time (35 or more hours per week) infant care purchased from non-kin. For families with household incomes below $25,000, the cost of infant care provided by non-kin rises to 17% of household income. That percentage rises as household income decreases.

Moreover, when moderate and lower income parents have to purchase child care services from non-kin, they pay less on the average for services of the same type than do higher income families. This finding suggests that lower and moderate income parents seek out the least expensive services offered in the local marketplace, which are the only services they can afford, but which may be of questionable quality.

The same forces that are pushing more and more mothers of young children into the labor force, and keeping women in the labor force for longer periods of their lives, will make it increasingly difficult for low and moderate income working parents to find relatives who are willing to provide child care services at no or low cost.

Thus, in the absence of public and private efforts to increase the supply of affordable, high quality child care, lack of access to affordable care will become a growing constraint on the labor force participation of women. The constraints on working women with lower earning power and fewer household resources may force them out of the labor force entirely, with negative economic consequences for themselves, their children, and society.

As for women on welfare who maintain families, their entry into the labor force will become increasingly difficult.

Last, but certainly not least, what will happen to the children? Our child care service system is already two-tiered and becoming more so. As lower income working parents must increasingly purchase child care services from non-kin in a "sellers market," it seems inevitable that the quality of care their children receive will suffer by comparison with services purchased for children of the economically advantaged. This makes neither moral nor economic sense. We simply cannot allow such inequity to persist and worsen.

While the responsibility for the provision of child care services must be shared by many partners--including all levels of government, business, labor, the voluntary sector, and parents--NCJW believes the federal government must take a leading role in responding to the child care needs of American families.

Rather than meeting its responsibility, the federal government has only diminished its role while other sectors of society have attempted to respond to the child care crisis.

The Role of the State

Some say it is the responsibility of states to meet the child care needs of its citizens--and that is partially true. However, a state's response to the child care crisis is more dependent on its economy than the number of children needing child care. For example, a state that has a stronger economy, such as New York, has a stronger child care policy than a state with a weaker economy, such as Georgia, which was forced to cut already minimal standards and salaries by 37% last year.

With such an uneven response regarding child care policies, states alone cannot fill all the child care needs of this nation.

ABC addresses the importance of the states' participation in the child care partnership by building upon the existing infrastructure of each state and allowing states to use funds to recruit and train family day care providers, to help providers meet child care standards, and to provide for training and technical assistance to child care staff. ABC would facilitate the coordination and delivery of each state's wide variety of child care systems to best meet the needs of its working families.

The Role of the Employer

Others say it is the responsibility of employers to meet the child care needs of their employees--and that is also partially true.

Although some employers are beginning to view child care assistance as a good investment in their workforce, very few have yet invested in child care benefits. Findings from a recent survey by the U.S. Department of Labor Bureau of Labor Statistics indicate that only 11% of the nation's public and private "establishments" (or workplaces) with 10 or more employees provide any child care benefits or services. Employer sponsored day care is available at or near only 2% of workplaces. Only 3% of workplaces provide any assistance with child care expenses, while 5% offer child care information and referral services.

These findings on the availability of child care assistance closely parallel findings from NCJW's Center for the Child Mothers in the Workplace study based on interviews conducted with working women late in their pregnancies. In follow-up interviews after childbirth, these same women were asked about their utilization of any child care benefits offered by employers and how helpful they would find such benefits if they were offered.

Contrary to some reports based on employers' experiences, working mothers in our research sample were quite likely to find employer provided child care benefits useful. Fifty percent (50%) of working mothers who were offered child care benefits made some use of them. When available, 51% made use of employer sponsored child care centers at or near work; 52% accepted help from their employers in covering the expenses of child care (including discounts at independent child care centers and family day care homes); and 51% made use of information and referral services. Moreover, 74% of women using these services found them to be very helpful.

When working mothers who did not have child care benefits on the job were asked whether they would find them helpful, their responses were overwhelmingly affirmative: 70% said employer sponsored child care at or near work would be very helpful; 56% said child care information and referral would be very helpful; and 80% said that assistance paying for child care would be a very helpful benefit.

Further findings from NCJW's Center for the Child Mothers in the Workplace study reveal that among women who went back to work four to seven months after childbirth, 46% are having some problem arranging child care. Those who reported having child care problems experienced much higher levels of stress and much more work-family conflict that "made it difficult for them to do their jobs." When child care is a problem for working parents, it is also a problem for their employers. Finding a solution to the nation's child care problem not only serves the interests of working parents, but also employers and the national economy.

Clearly, employers play an important role in any child care partnership, but they are also unable to meet the needs of all those families seeking good child care.

The Role of the Federal Government

While the roles of state governments and the private sector have increased in some cases, the role of the federal government has decreased. Over the past several years, the Title XX Social Services Block Grant--the largest source of federal child care assistance--has been dramatically reduced.

Title XX has never exceeded $3 billion for the many social services it funds, including child care. The combined impact of the Congress' and the Administration's cuts in Title XX with inflation, has made the value of Title XX monies less than half of what they were a decade ago.

The real impact--29 states spent less money for Title XX child care programming in 1986 than in 1981, although demand for child care grew.

Let me share with you what cuts in Title XX funding meant for my state of Florida. In one recent 90-day period in the counties of Orange, Osceola, and Seminole, the following were refused help due to lack of funds: 176 children whose mothers applied for an employment and training program but remained on welfare because they lacked child care help, 200 children whose AFDC mothers had found jobs but could not work because of child care problems, and 2,073 children whose families were eligible for child care assistance to keep them from needing AFDC.

While the federal government does offer the Federal Dependent Care Tax Credit which allows a family to deduct part of its annual child care costs from its federal income tax bill, neither it nor Title XX (even if restored to its original funding level) offers working parents and their children the comprehensive child care options needed.

ABC--An Investment in the Future

Sixteen years ago NCJW's Windows on Day Care called for federal appropriations of $2 billion for Fiscal Year 1973, rising annually well into the 1970's to expand and improve quality day care services, and that the program funds be allocated to public and private non-profit programs, and to the upgrading of family day care homes.

It is sad that there has been so little progress over the last 16 years and that the child care problem of yesterday is the child care crisis of today.

It is heartening, however, that there is renewed interest and fervor in the issue of child care across the political spectrum.

NCJW is proud to join today with such an impressive cross-section of organizations in support of the Act for Better Child Care Services. It is time that we take the important first step in developing a national child care policy that provides the resources to support American families in their quest to be both productive workers and caring parents.

Thank you.

Mr. **Kildee**. Thank you very much for your testimony.

I have a couple of questions here, and maybe Mr. McEntee and Mr. Bahr will try to answer them, and others may join in too.

Particularly, you two, you talked about negotiating some child care benefits through the union contracts. Can you tell us more about some places, perhaps, where that has been done, and would the enactment of this bill, the ABC bill, be complementary to your efforts to secure child care benefits through negotiations?

Mr. **McEntee**. We have negotiated them in about 11 States, and we would be happy to present to the committee all the data in terms of what kind, what type, and where they are in terms of the States.

Mr. **Kildee**. If you could submit that for the record, we would be pleased to have that.

Mr. **McEntee**. Yes, we will.

[Material to be supplied follows:]

AFSCME's Child Care Initiatives

Arizona

At the urging of Phoenix Local 2960 the Phoenix City Council and Maricopa County Board of Supervisors contracted with a private child care program, Sunrise Preschools, to provide services to city and county employees at a 25 percent weekly discount on child care fees for three years. The discounted weekly rate is $69 for infants and one year olds, $61.50 for two-year olds; and $54.00 for preschoolers. Sunrise has eight schools in the area.

California

Los Angeles City Council 36, Local 3090 in cooperation with Los Angeles Mayor Tom Bradley's child care committee surveyed the 4,000 city clericals which confirmed the local's opinion that a child care center was desperately needed. The next step was to locate a site for the child care facility.

A former Department of Water and Power facility owned by the city was selected and the city will provide the funds to renovate the space. The center will accommodate 60 children initially, but Local 3090 President Betty Ballard expects the center will be expanded or more centers will be opened in the future. The city also will provide start-up funds for the center and the center will be administered by a labor-management child care committee. Mayor Bradley and AFSCME announced the opening of the center in August, 1987.

Hawaii

AFSCME Local 152, Hawaii Government Employees Association in Honolulu, in cooperation with the Honolulu City Council, have started the State's first government-sponsored child care center with priority registration for public employees.

Illinois

AFSCME Illinois Council 31 fought for the Illinois State Agency Employees Child Services Act which allows agencies to provide child care services to their employees in state-owned or leased facilities. Governor James Thompson signed the bill in 1985 and the first child care center was started in 1986. It is located in the Illinois Department of Revenue facility in Springfield. The center serves approximately 40 children between the ages of 2 and 5. Fees range from $54 to $62 per week, depending on family income. Council 32 was instrumental in having the center staffed with early childhood education specialists affiliated with the Lincoln Land Community College. Lincoln Land subsidizes the teachers salaries so that the best teachers were hired while keeping cost competitive. The state subsidizes the effort by providing free rental, utilities, and equipment.

Maine

In a recent contract covering 1,400 state employees in Maine AFSCME negotiated a new child care article in their contract providing annual payments of $500 for AFSCME families with an adjusted gross income of less than $25,000 in the previous year.

New Mexico

Local 624 in Albuquerque has set up a Child Care Committee to develop child care proposals for negotiations coming up soon.

New York State

CSEA/AFSCME and the State of New York were successful in establishing the first only worksite child care facilities on a massive scale in state government. There are currently 32 such centers across the State that accommodate some 2,000 children. The centers are self-sufficient, supported by parents' fees based on income. The largest center cares for 160 children and operates from 6:30 a.m. to 12 midnight. Fees range from $40 to $86 per week per child. The average highest rate is $70. The centers are prepared to handle children from 8 weeks to 5 years old. Some also provide certified, year-round kindergarten programs as well as summer and after-school care for 6 to 9 year olds. The centers are monitored by a Statewide Labor-Management Day Care Advisory Committee of which CSEA/AFSCME is a member.

Ohio

AFSCME Local 2415 members at the Medical College of Ohio have access to an onsite child care center. The hospital subsidizes the center by paying for supplies, equipment, utilities and staff salaries. The center enrolls some 40 children a year and provides meals and diapers for infants so that parents do not have to bring them. Parents pay $6.50 per day for one child and $5 for a second child.

Pennsylvania

AFSCME Local 2345, West Chester State College Employees, along with other university personnel, was instrumental in starting an onsite child care center on campus. The center is administered by the Commonwealth of Pennsylvania and is staffed with student teachers. Children 3 to 6 years old are enrolled at the center. Parents pay based on their income.

Texas

AFSCME Council 42 was successful in lobbying for a bill which would allow County Commissioner Courts statewide to set up child care facilities at the court for employees of the county and perspective jurors. The legislation also allows the courts to contract with nonprofit child care providers to operate the centers.

Washington State

The Washington Federation of State Employees/AFSCME has improved child care for state employees by successfully lobbying for expanded facilities and a new income tax reduction benefit to cover child care costs. In 1987, the union successfully lobbied for money to triple the size of the state employees center in Olympia as well as completed remodeling of a similar facility on the grounds of Eastern State Hospital.

Mr. McEntee. But our experience has been mixed. We have some good ones, we have some not so good, and we have some bad ones. And the experience has convinced us that we really do need Federal assistance to subsidize this in terms of low- and moderate-income families, and so that what we have seen happen across the collective bargaining table and then put into effect in those States would really—the Federal law, the bill that you are talking about—would complement what is already happening out there. But we definitely need Federal assistance to go beyond what we have.

Mr. Kildee. Mr. Bahr?

Mr. Bahr. I would agree with what Mr. McEntee has just said. We have had two experiences, one where the employer is willing to pay part of the cost but there is nothing available in the community. And so certainly the ABC bill will complement that. We do have in a very few instances, however, where there is day care on the employer's premises. Now, unfortunately, it is insufficient, and it doesn't take into account the need factor so that you can have someone earning $100,000 and above taking advantage of employer-furnished day care facilities where those in dire need who couldn't afford outside facilities go wanting. So, there is that problem as well on employer premises.

Mr. Kildee. On that latter point, we have a day care center here for the House of Representatives, and it is very nice, but it is very expensive. And when I look at the wages—the Members make a fairly good salary down here, but the others that work for us don't make that kind of salary. And even with that center there, the ability to purchase that type of service is very, very difficult. And there is still a waiting list. People are still willing to make that sacrifice.

So, I think we do need something to complement your efforts. There is probably enough need out there that it will be a long time before we would ever actually be able to fill that need.

Mr. Bahr. You know, I think we also have to keep in mind that there are 17 million workers covered by union contracts, that even if we were 100 percent successful, there are another 100 million who are not covered. So, we think that the progressive employers are demonstrating, giving a sound and good demonstration for the Congress and others to follow, but they cannot carry the load themselves, but even if they did, it wouldn't touch more than the tip of the iceberg of the problem.

Mr. Kildee. Which leads me to my next question. In my city of Flint, MI, very often the people who need child care the most are the people who are working in the coney islands, in the restaurants, in service jobs, and their wages are generally minimum wage. And yet they need child care, and they ordinarily don't have union negotiators to assist them in securing matters like that.

Furthermore, as a corollary to that, many a time I have had women come to me looking for a job, and I have helped secure them a job, say, in one of the coney islands or restaurants in Flint, and then they came to me with new problems. There is no question they really wanted to work. They felt ashamed they weren't working. They wanted to work.

But they found out two things that made it difficult for them to move from AFDC to the work force. One was the fact that they would lose their Medicaid card. That would deter me if I didn't have any other resources and I had three children whose health perhaps wasn't all that good. The other was lack of good, available child care. Those two things tend to keep people on welfare probably more than any other two things.

So maybe Mr. Hayward or Mr. Scheibel, you could comment on how you have experienced similar problems and how perhaps the passage of a child care bill might eventually reduce the cost of welfare for cities and for States.

Mr. Hayward?

Mr. **Hayward**. OK. You speak of two specific issues. The Medicaid issue is one in our State and I know that in most other States has been a problem. It has been addressed. There has been a number of demonstration projects which are out there right now. Specifically, in Delaware there is a project which provides and helps those who need that medical care to extend them beyond just the time that they are on AFDC so that they can help to make that transition. That is extremely important.

I think that anybody who is faced with the decision of risking whether or not your child is going to be able to have accessible health care or not having that health care, it's a decision which one cannot take lightly. And I think it is something that has to be provided.

As far as the passage of this bill in helping in the day care, there is just absolutely no question that again, whether there are more slots provided—and I think that when the programs are designed in the States that has to be a key issue that is addressed; we have to provide more slots in addition to helping those who are already in slots—we need to make sure that new day care services are available. We need to make sure that they are affordable. And I think that the bill really does help to address that.

Mr. **Kildee**. President Scheibel, and then I will defer to Major Owens.

Mr. **Scheibel**. Mr. Chairman, I think the purpose of the bill is to create more affordable, quality day care. In that sense, being the key purpose of the bill, it would help cities. The people are coming to you in Washington, DC, looking for jobs and saying, "I want a job. How do I provide day care?" People throughout city halls throughout this country are faced with it, and that is why it is such an important priority for mayors and council members today, is because we have people, we see people willing to work, and one barrier is the loss of the Medicaid card, child care, and some of the other programs, and this bill we believe is a start to addressing these people we are seeing at our doors asking for work and asking for child care.

Mr. **Kildee**. Thank you.

Congressman Owens?

Mr. **Owens**. Mrs. Rich, you said that more than 16 years ago you participated in a process where we called for $2 billion for child care. I think you were referring to the Mondale-Packwood legislation that President Nixon vetoed on the grounds that it was a bit socialistic or communistic and we prefer to have American children taken care of by their parents.

There was not a deficit problem presented at that time. On this go-round, we are going to have a situation where we are going to be drowned in goodwill and endorsements, and this authorizing committee and the whole authorizing committee process is a bit redundant and every year becoming a bit more and more of a joke in that you can authorize and you can pass legislation, but in the final analysis it's the appropriations process, the budget process in those final hours, which this year will probably take place after the national elections have been held. We will be down to the wire, and they will be saying, "We don't have the money. We agree with everything, but we don't have the money."

Now, can we depend on the very diverse set of supporters and people endorsing this bill to wage the last and final and most important part of that war and say, "I believe that child care is so important that I am willing to pay higher taxes if it means money for child care. I believe child care is so important that I am ready to pull back our defense forces out of Japan and Europe, where they can probably pay for their own defenses anyhow," and get involved in the fray in terms of what really counts in the final appropriations process?

Ms. RICH. Yes. You certainly can count on us, and I am sure my colleagues here today feel the same way.

When we were here in November, Representative Gray addressed us, and one of the questions that I asked him had to do with the fact that what he suggests—we are in a budget deficit situation—and his answer, I think, is the one that I respond with when anyone says to me it's a lot of money: I am here today to tell you that this is my highest priority and that we all have to establish priorities, and it is possible that the way in which we are spending some of our dollars are not as high a priority or are not as important to me and some of the other people here as this particular piece of legislation.

I think Mr. Solarz mentioned we only have $3 billion in new domestic money. Well, my answer to that is that I flew up here from Miami and people came from all over this country to tell you today that child care is a priority to us and we are in a crisis situation, and we will all be there advocating and lobbying with our congressional people to support you in this.

Mr. MCENTEE. May I add to that that we have and will give once again for the record, we took a number of public opinion polls in terms of where the American people stand on this issue, and they know that it is not an issue of low-income workers but of moderate- and middle-income workers as well. It is a priority, and right now we believe that we have a vast political consensus behind this kind of bill, behind this kind of legislation to correct this kind of problem.

I think we stand ready, whether it takes new revenues of some sort or whether it takes a reprioritization of what now exists out there. I get a little tired of looking at that defense budget and hear people talk about child care and talk about education of our young—this bill asks for $2.5 billion and that may sound like a lot of money, but a C-17 cargo aircraft—one of them—costs $2 billion and one nuclear aircraft carrier costs $3.2 billion. And they could take that Star Wars program, cut it in half, still have money for research and development, and save $5 billion.

I think any priority like this, in terms of education and child care, that we ought to knock those others off the table and then use that money for the kids in America.

Mr. **Owens**. My final question is——

Mr. **Bahr**. Could I respond, Congressman Owens?

Ms. **Moore**. May I make one final comment on that?

Mr. **Owens**. As long as you are commenting, I have more time. Yes.

Ms. **Moore**. OK. I would, since we are on the record today, point out that in the 1970 White House Conference on Children, child care was established as the highest priority for children in the country. That was 18 years ago. So, I think the record is clear.

Mr. **Owens**. And meanwhile we have thrown away a whole generation, just about.

Ms. **Rich**. That's right.

Ms. **Moore**. Yes.

Mr. **Owens**. In terms of training, that is.

Mr. **Bahr**. I would just like to point out again, as Ms. Rich said, as to established priorities. In the budget, I am told that we have custodial day care for oats, peas, beans, and barley which have been taken off the market to support farm prices totaling $3.1 billion. Conservation of agricultural lands, converting existing farmland into protected habitats for living things so that they can develop naturally, to add to our Nation's future living resources, $2.8 billion. If we can't take some of that for the most important resource, then there is something wrong with our priorities.

Mr. **Owens**. I think the cry of Shakespeare's King Lear is very much in order at this point, "Fool me not to bear it tamely. Touch me with noble anger." We should all rally behind that.

Thank you, Mr. Chairman.

Mr. **Kildee**. Thank you, Mr. Owens. I shouldn't count any time against you because the responses were so good there. [Laughter.]

I think Mr. McEntee mentioned the defense budget. I carry this with me from time to time to remind myself that I am not being greedy when I am going before the Budget Committee and the Appropriations Committee asking for money for children. This is the famous $9,606 allen wrench that Cap Weinberger purchased. [Laughter.]

As a matter of fact, you know, my two boys are Boy Scouts, and each year they sell Christmas trees in the Washington area. Last Christmas I was helping them on a Saturday afternoon, and a big car drove up. It was being driven by Cap Weinberger. He wanted to buy a Christmas tree. I had two temptations. First of all, he asked whether he could use a check. That was right after the Iran thing broke. I was going to say, "As long as it's not on a Swiss bank account." [Laughter.]

But it being the Christmas-Hanukkah season, I thought I should be in a better mood than that, so I didn't say that.

But then I was going to sell him the tree, you know, for about $600, because he probably would have purchased it. [Laughter.]

But I restrained myself in that. I sold it to him for $40. Of course, it was a $30 tree. [Laughter.]

No, actually it wasn't.

Ms. **Rich**. It was for a good cause. [Laughter.]

Mr. **Kildee**. No, I gave him the right price, but I was tempted, I'll tell you. [Laughter.]

I think Major Owens has raised the essential question here. So, when we go before the Budget Committee or the Appropriations Committee, which is where we have to get those dollars, just think of these things here and be a little outraged.

I just heard on the news this morning—it is only a charge, and I recognize it is only a charge, and the President reminded us of that last night that we should be careful of charges—but the company that is building the Stealth bomber for the U.S. Government, for the taxpayers of the United States, has allegedly overcharged the Government anywhere from $.5 to $1 billion. That, you know, could help fund this bill right here.

I want to thank the panel. You have been very, very helpful to us today. Thank you very, very much.

Ms. **Rich**. Thank you.

Ms. **Moore**. Thank you.

Mr. **Scheibel**. Thank you.

Mr. **McEntee**. Thank you.

Mr. **Hayward**. Thank you.

Mr. **Bahr**. Thank you.

Mr. **Kildee**. We had notified, and I think we will do it, since hunger does intervene, that the next panel will start at 1:30. This is a good time to break. I will tell you, that, being a school teacher, I will be back at exactly 1:30 and we will finish up this afternoon then.

So, we will stand temporarily in recess.

[Whereupon, at 1 p.m., the subcommittee was recessed, to reconvene at 1:30 p.m., this same day.]

AFTERNOON SESSION

Mr. **Kildee**. The subcommittee will come to order following our brief break to take care of the inner self.

Our third panel today consists of Bishop C. Dale White, General Board of Church and Society, United Methodist Church; Gwendolyn Calvert Baker, Ph.D., national executive director, Young Women's Christian Association of America; Wilhelmina D. Goff, Ed., director of program and development, National Council of Negro Women, Inc.; James M. Jones, Ph.D., executive director for public interest, American Psychological Association; and Joyce Strom, deputy director, Child Welfare League of America.

We welcome you here this afternoon. Bishop, you may start the testimony. You may summarize in any fashion you wish, and your entire statement will be made part of the record of the hearing.

STATEMENT OF BISHOP C. DALE WHITE, GENERAL BOARD OF CHURCH AND SOCIETY, UNITED METHODIST CHURCH, ACCOMPANIED BY GWENDOLYN CALVERT BAKER, PH.D., NATIONAL EXECUTIVE DIRECTOR, YOUNG WOMEN'S CHRISTIAN ASSOCIATION OF AMERICA; WILHELMINA D. GOFF, ED. S.D., DIRECTOR OF PROGRAM AND DEVELOPMENT, NATIONAL COUNCIL OF NEGRO WOMEN, INC.; JAMES M. JONES, PH.D., EXECUTIVE DIRECTOR FOR PUBLIC INTEREST, AMERICAN PSYCHOLOGICAL ASSOCIATION; AND JOYCE STROM, DEPUTY DIRECTOR, CHILD WELFARE LEAGUE OF AMERICA

Mr. WHITE. I thank you very much, Congressman Kildee. We are grateful for your tremendous work in this area and your interest in it.

Committee and guests, my name is C. Dale White. I am a United Methodist clergy and bishop of the New York area, which includes New York City and eastern New York, the State of Vermont and western Connecticut.

The need to provide daily care for children in a safe and healthful environment has been a concern of those of us in the religious community now for several decades. The Act for Better Child Care was developed as model legislation to address carefully and clearly the special needs of children whose parents are in the paid work force and unable to be with them in the home. As all of us know, that group of citizens is growing rapidly.

I believe there is no more concrete way of providing support for families than through helping with the care of children. Our churches provide a variety of types of care and contribute to the total public need in this regard. Mother's day out programs, for instance; full day care while the parents are working, and halfday enrichment programs. And we are backed up by the United Methodist principles which state, "We urge social, economic, and religious efforts to maintain and strengthen families in order that every member may be assisted towards complete personhood."

In 1982, a project through the National Council of Churches identified over 5,000 United Methodist Church-based child care programs within the United States. Several types were identified, and 21 percent of the programs were infant or toddler, 47 percent were aimed at preschool children, 7 percent were after-care programs, and 3 percent were crisis-respite care programs.

I would like briefly to provide some of the statistical data about church-based child care programs built upon that National Council of Church's survey. The same populations that are targeted in this bill are served directly by churches around the country, and a measurable proportion of our programs receive the benefit of Federal money so that they can serve a larger number of children or serve them more effectively.

Large numbers of churches provide a quality environment for the children in their care. I will share with you how churches provide a valid subsidy for child care throughout this country. We hope we can maintain a cooperative relationship with Government relative to the provision of care for those families in need.

For instance, 96 percent of the programs serve preschoolers age 3 to 5; 50 percent operate during traditional workday hours, 9 to 5 plus; 78 percent operate 5 or more days a week; 46 percent operate 12 months of the year; 42 percent are provided rent-free space from the church; 22 percent pay only $100 or less per month; 16 percent of the programs serve families whose average income is below $10,000; 25 percent serve families whose income is below that of the host church.

About 2 percent of the programs require membership in the host church. About 42 percent stated the person's religious beliefs are not a factor in staff selection. Eighteen percent serve title II social services block grant children, 10 percent served AFDC or other subsidized working parents, 24 percent utilized the child care food program, 26 percent received other Federal, State, or local governmental funds.

Of the teachers, 97 percent had a college degree or graduate degree, and 52 percent specialized in early childhood education.

The provision of child care is definitely a valid ministry of the churches, not as an evangelistic tool but as a means of addressing the needs of the community beyond the parish. And it is a valid task of Governmental structures to assist by providing for the general welfare of the populace in this way.

I would like to enter two items as written testimony for the record. One is our denominational statement on dependent care. The other is an editorial that I wrote for the newsletter of the Organization of Church-Based Child Care Providers.

Mr. KILDEE. That will be made part of the record, and your prepared statement will be inserted immediately following your oral presentation. Thank you, Bishop.

Mr. WHITE. Thank you.

I will close with this quote in that newsletter. I said,

> "It should be stated it is not our goal to help all children or their families in these weekday programs to become members of our United Methodist Church, but rather to enrich the lives of young children socially, emotionally, intellectually, physically, and spiritually, and to empower families to raise children in accordance with their beliefs and values. In doing this, we believe we are witnessing to the love of God."

Thank you, Mr. Chairman.

[The prepared statement of Bishop C. Dale White follows:]

General Board of Church and Society
The United Methodist Church

Written Statement of Bishop C.Dale White on: Act for Better Child Care

Chairman Hawkins, members of the Committee and guests, my name is C. Dale White, I am United Methodist clergy and the Episcopal leader, or Bishop, of the New York (City) Area United Methodist Churches. The need for the provision of daily care for children in a safe and healthful environment has been a major concern of mine for several decades. The Act For Better Child Care was developed as model legislation to carefully and clearly address those special needs of children whose parent (s) are in the paid workforce and unable to be with them in the home.

I believe that there is no more concrete way of providing support for families than through helping with the care of children. Our churches provide a variety of types of care. Some churches provide a "Mother's Day Out" program. That sounds rather simplistic. Yet,our church in Corning, New York, when faced with massive reductions in the workforce a few years ago,viewed "Mother's Day Out " programs as a time when mothers or parents could just get away and blow off steam, rather than creating a blowup at home. Many of our churches provide full day care while parents are working , or they provide half day enrichment programs. Indeed our United Methodist Social Principles state that,

> "We urge social, economic and religious efforts to maintain and strengthen families in order that every member may be assisted toward complete personhood. "

In 1982 through a project of the National Council of Churches, over 5,000 United Methodist church based child care programs were identified throughout the United States. Several types of programs were identified: 21% of the programs were infant or toddler programs, 47% were preschool programs, 7% were after school programs and 3% were crisis/respite care programs.

I would like to provide some background information about church based child care programs based on the National Council of Churches Survey. The same populations that are targeted in this bill are served directly by churches around the country. A measurable proportion of our programs receive the benefit of Federal money so that they can serve a larger number of children, or serve them better. Large numbers of churches provide a quality environment for the children in their care. I will share with you how churches provide a valid subsidy for child care throughout this country and I hope that we can maintain a cooperative relationship with government, relative to the

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provision of care for those families in need.

+96% of the programs serve preschoolers (ages 3-5).

+50% operate during traditional workday hours (9-5 plus)

+78% operate five or more days per week

+46% operate twelve months of the year

+42% are provided space rent free from the church

+22% pay only $100 or less per month
+16% of the programs serve families whose average income is below $10,000
+25% serve families whose income is below that of the host church
+2% of the programs require membership in the host church
+42% stated that a person's religious beliefs are not a factor in staff selection
+18% served Title XX (social services block grant) children
+10% served AFDC/or other subsidized working parents
+24% utilized the child care food program
+26% received other Federal, State or local governmental funds
+97% of the teachers had a college degree or graduate degree,52% specialized in Early Childhood Education.

The provision of child care is definitely a valid ministry of the church, not as an evangelistic tool, but as a means of addressing the needs of the community beyond the parish. It is also a valid task of governmental structures in providing for the general welfare of the populace .

I would like to enter two items, as written testimony for the record. One is our Denominational statement of Dependent Care, The other is an editorial that I wrote for the newsletter of the organization of church based child care providers. In the Fall 1984 issue of the Ecumenical Child Care Newsletter, I presented a goal of church based child care, and I will use it to conclude my comments.

> "It should be stated that it is not our goal to help all children or their families in these weekday programs become members of the United Methodist Church. It is our goal rather to enrich the lives of young children socially , emotionally, intellectually , physically and spiritually and to empower families to raise children in accordance with their beliefs and values. In doing this we are witnessing to God's love.

Dependent Care

The Problem

Almost all families at one time or another need assistance from persons outside the immediate family structure. Increasing numbers of families require some degree of help in the day-to-day care of family members who, because of age or disability, need constant supervision. With a growing number of women entering the paid labor force and with the increased mobility of families away from communities where elderly parents and relatives reside, more and more families need some kind of supportive care.

1. *Need for a Safe Environment for Children.* Children are often victims at an age when they should be developing trust and confidence in persons and in life itself. Children determine neither what food they will eat nor who will care for them. Adults make these and other life-affecting decisions for them.

The church has a special responsibility to children and their families to demonstrate concern for and responsiveness to human need. The Christian faith proclaims that children are to be valued not as potential adults but as persons in their own right—persons deserving of dignity, joy, and a protected environment. Because of their vulnerability, children need defenders and guardians, both within the family circle and in the larger extended family of the community. They must be protected from prejudices that may victimize them because of their racial, ethnic, and socio-economic backgrounds.

In many communities are large numbers of latchkey children—children who are unsupervised during parts of the day or night because their parents are at work and no one is available to care for them. Unfortunately these children are often victimized by persons who prey on the unprotected. To avert potential problems, the U.S. Department of Agriculture and the 4-H community clubs have initiated a nationwide program to teach latchkey children various techniques for survival and self-protection. But these children also need to have someone reach out to them, sharing love, care, and security.

2. *Need for Long-term Dependent Care.* The ability of families to remain intact is severely strained when a child, a spouse, or an older relative is disabled and needs constant health-monitoring or supervised care. Families often need help with these situations in the form of in-home health care or custodial care. In many cases, a small amount of assistance could enable these familes to function well and maintain healthy relationships with minimal stress. But without aid, stress related to these circumstances can result in divorce, separation, or institutionalization of loved ones—eventualities neither wanted nor necessary.

The need for long-term dependent care frequently arises from several trends in modern society. Among them, the increased mobility of persons worldwide and the movement from rural to urban areas often result in the isolation of family units from their network of relatives. Older relatives then find themselves separated by long distances from other family members.

Too, the need of many families to rely on the cash economy has moved more women—traditionally the care-givers for family members with long-term needs—into the paid work force, rendering them no longer available to provide free care. Recent statistics show that in the United States:

- Eighty percent of home health care is provided by female relatives whose average age is 55. Fifty-four percent of these care-givers are also in the paid work force.
- Two-thirds of the women in the paid work force are either sole providers or have husbands who earn less than $15,000.
- Forty-six percent of all preschool children and 46 percent of all school-age children have mothers in the paid work force.

A myriad of problems—ranging from inadequate facilities to the high cost of securing persons who can provide care—is placing an unnecessary strain on many modern families who have limited resources and nowhere to turn for help.

The Call

The Christian faith mandates us to recognize and respond to the value of each human person. Our task as the church is to minister to the needs of all persons and to insure for them a caring community where all may be nurtured in a dignified and loving manner. This mandate is to be seen not as a burden, but rather as an opportunity. We are called to participate in the creative, redemptive work of God. Jesus, who provides our example, said: "The Spirit of the Lord is upon me, because he has anointed me to preach the good news to the poor. He has sent me to proclaim release to the captives and recovering of sight to the blind, to set at liberty those who are oppressed, to proclaim the acceptable year of the Lord" (Luke 4:18-19).

Christians who take their commission seriously will accept the challenge to become responsive to the needs of families for external support systems. God has given each person an element of sacredness by the very nature of having been born into the world. This blessing carries the need for a commitment by families, church, and community to help enable persons to live life in the fullness that Jesus proclaimed.

We have answered the call in the past by building hospitals, homes for the elderly, and institutional settings for children who need them. This has been done on a worldwide basis. Now we must take seriously the opportunity to create and support responsive systems of child care and long-term care for those persons who are elderly or who have handicapping conditions (in independent living situations or within family settings).

The Task

In matters of public concern, the church has a responsibility to make its voice heard. Since dependent care (such as child day care, senior day care, home health care, in-home aides for persons with mental or physical handicaps) is important to the present and future well-being of various segments of our society, the church's position on the system of dependent care delivery constitutes an appropriate public policy concern. The role of dependent care in its various forms should be seen as a support system for families. Such services enable rather than usurp the traditional role of families.

A national survey of church-based child care discovered that in the United States, churches are the major providers of out-of-home child care. These child care workers listed as a priority task the provision of care that benefits the emotional, social, and learning needs of children. Within this context, persons sponsoring or overseeing church-based programs and churches with special ministries to families have a responsibility to be involved in policy discussions on the form and function of dependent care.

It becomes the obligation of churches to urge and promote coherent, inclusive, and equitable policies that affect families. There is a temptation to separate dependent care from the various programs designed to support and aid families in their life in the church and community, but it must be recognized that most families, at some time or another, rely on formal or informal support systems relative to the care of children, the elderly, or persons with handicapping conditions.

As it approaches public advocacy for dependent care, the church must be guided by the variety of forms of its ministry. The church must acknowledge the importance and implement the provision of affordable and high-quality support systems that are equitably distributed to those who need them.

Toward this end, the church on all levels is called to advocate the following policies:

1. Public policies that enhance the availability of dependent care in its varied forms to meet the needs of families by providing:

   a. Adequate financial aid (such as private foundation grants, tax credits, tax reimbursement, sliding fees) to allow families to care for loved ones at home rather than having these persons institutionalized when that option is not desired, needed, or economically possible.

   b. Sufficient information on the availability of dependent care services as well as on methods of evaluating the care provided.

2. Church policies and ministries that enhance the spiritual and psychological needs of families who care for dependent members.

3. Community services that help families/individuals who are under psychological and psychosocial pressures resulting from the responsibilities of caring for dependent family members.

—Adopted by the 1984 General Conference of The United Methodist Church

ECUMENICAL CHILD CARE NEWSLETTER

ECCN

VOL. II FALL 1984 NO. 4

GUEST EDITORIAL

by **Bishop C. Dale White**

We are convinced that it is important for pastors to be knowledgable and involved in child care. Bishop C. Dale White is such a pastor. He has put his considerable weight and influence behind the support of child care services in the Northern New Jersey Conference of the United Methodist Church. We are very pleased to welcome him as our guest editorialist for this edition of the Ecumenical Child Care Newsletter.

Your extensive look at child care in the church has prompted us in the United Methodist Church in New Jersey to take inventory of our own weekday outreach ministry to children. Child care programs in our local churches have been initiated wherever there has been a need in a specific community. Our churches have responded by sponsoring their own programs or have worked out an arrangement whereby other sponsors may house a program in their building.

Certainly there is no more concrete way of providing support for families than through helping with the care of children either by providing full day care while parents are working or by providing half day enrichment programs. Indeed our United Methodist Social Principles state that "We urge social, economic and religious efforts to maintain and strengthen families in order that every member may be assisted toward complete personhood."

Our Northern New Jersey Conference just completed its annual session in early June and out of the workshop of the Board of Discipleship came the following resolution.

WHEREAS, the church needs to legitimate child care as an important and valid part of the mission of the church to children and their families;

BE IT THEREFORE RESOLVED that the United Methodists of the Northern New Jersey Conference be intentional in this ministry to children by:

1. Doing a survey as soon as possible of all congregations to determine:
   - which churches are operating or housing weekday child care programs
   - what type of child care is being provided and to what ages,
   - how many children are being cared for
   - what other supplementary services are being offered to children
2. Including in the annual report of each congregation the above information.
3. Exercising leadership in addressing the critical and timely issues of child care as they emerge.
4. Forming a task force for the purpose of:
   - developing an instrument for the surveying and reporting of child care ministries.
   - creating a means for using the information collected as a basis for planning and policy making as well as advocacy.

It should be stated that it is not our goal to help all children or their families in these weekday programs become members of the United Methodist Church. It is our goal rather to enrich the lives of young children socially, emotionally, intellectually, physically and spiritually and to empower families to raise children in accordance with their beliefs and values. In doing this we are witnessing to God's love.

It is my hope that in the years to come the church will see its greater role as an advocate for all children in this country and throughout the world. The voice of the church, through its nurturing ministry can help create the public policy which will lead to greater justice for all children. We ask God's help in finding that voice.

Misconceptions regarding the value of child care abound! There are people who think that child care is an unnecessary expense because, after all, mothers should stay home and take care of their own children. Church boards, when they plan their budgets, see rising costs and fail to appreciate the extent of this vital ministry. Church members are more often annoyed than pleased by the added noise, wear and tear on the property. Some parishioners resent seeing parents drive into the parking lot in expensive cars to pick up their children. Others seem to have little sympathy with the plight of single parents or the need for two professional parents to continue to work in their respective fields. Some feel, quite emphatically, that a church should not fund child care at all unless it is strictly a service to the very poor. To many, day care is never more than glorified babysitting, and they are totally unaware of the broader curriculum involved.

On the other hand the staff and directors are rarely aware of these misconceptions and find it hard to understand the lack of support they feel from average parishioners who are more likely to complain about the dirt or the noise in the halls than to see the positive benefits of the program. At the same time they find it hard to convey to the Vestry and Finance Committee of the church their deep sense of satisfaction as they watch the children's growth and development, and as they reach out to families in crisis.

Misunderstandings are always easier to deal with on a one-to-one basis or in small groups. It has been possible for me at St. George's to talk with both sides informally and respond to their questions and concerns. As a result, I have been able to help both church members and center staff to gain a better understanding of each other *before* a lack of communication leads to confrontations on the official level that, of course, are far more difficult to resolve.

I am convinced that finding ways to develop on-the-spot liaison people between churches and the day care centers they house is not only important for the daily operation of the program but can add immeasurably toward keeping the lines of communication open so that the two can work together for their mutual benefit.

Mr. **Kildee**. Thank you, Bishop.

Gwendolyn Calvert Baker.

Ms. Baker?

Ms. **Baker**. Thank you. As the national executive director of the YWCA of the U.S.A., Mr. Chairman, I thank you for the opportunity to speak to you today and to the members of the subcommittee.

The YWCA of the U.S.A. firmly supports H.R. 3660, the Act for Better Child Care Services and appreciates the leadership that you have given and have taken in acknowledging the need for quality and affordable day care.

In its 130 years of existence, the YWCA of the U.S.A. has been in the forefront of assisting women and girls in achieving their full potential. More than 100 years ago, the YWCA recognized the need for child care, and in 1864, in Philadelphia, the organization established the first day care center in the United States.

The YWCA of the U.S.A. is a voluntary organization which has responded to the call for child care, and around the country there are presently over 200 YWCA's that provide day care services and more than 100,000 children are served at these centers.

YWCA programs extend throughout 49 States and in the District of Columbia. We have major child care centers in Los Angeles, California; Flint, Michigan; Akron, Ohio; Gary, Indiana; Dubuque, Iowa; Sioux City, Iowa; and in New York City.

Some of these centers provide child care services for social service recipients at the cost of only $1.85 per hour. Unfortunately, the cost of actually caring for a child is much higher. Even though some States have attempted to address the problem of child care costs, the Federal Government has yet to respond in the form of a national policy.

The Act for Better Child Care Services is the best response for which American parents could have hoped, and H.R. 3660 would build a much needed infrastructure for the care of this country's children. The measure would not only ensure the health and safety of our children, but would guarantee that providers would be trained.

The YWCA lauds the bill for recognizing providers as professionals. A plan to increase the salaries and compensation of caregivers is vital if staff turnover is to be avoided.

The inability to maintain a consistent staff is detrimental to our children. YWCA child care directors indicate that their charges learn much better and are more responsive when they are taught continuously by the same person. YWCA directors also indicate that there is a financial void. Parents cannot pay enough to cover the expenses of the actual care.

Congress has a chance to fill the child care void. The Act for Better Child Care Services would serve huge numbers of preschool children throughout the Nation who are not receiving quality care. Our children need physical, emotional, and intellectual stimulation, and they require it at a very early age.

The Act for Better Child Care Services is not just a piece of legislation. It is a national program to improve the quality, affordability, and availability of child care. In addition to setting up an infrastructure, the Act for Better Child Care Services has many other attributes. A Federal-State relationship will be created, and parent involvement is encouraged. Providers will be afforded the opportunity of retooling through training, and a national advisory committee would be developed to recommend standards, and these standards will assure the well-being of our children.

As an organization which has operated programs for women and girls for more than 100 years, we know that it is very important for the health and safety of America's youth to be safeguarded.

The Act for Better Child Care Services does mandate standards, but only the most basic standards, to protect children. Day care centers must have supervision ratios and maximum group size requirements. Parents do not want their children in unregulated settings or unsafe environments, plagued by a lack of inadequate supervision.

As an employer with concerns about workers' welfare, the YWCA of the U.S.A. praises the Act for Better Child Care Services for finally addressing the needs of employed parents. Our workplace suffers when employees must leave their offices to deal with child care problems. Unemployed parents are also prevented from seeking jobs due to lack of adequate care. Consequently, the economy must bear the burden of these individuals who stay at home to care for their children and remain dependent on welfare.

The Federal contribution towards child care has been limited. The only way families who cannot afford child care can be helped is through massive new resources. Child care is a national problem. It will not be solved until Congress sets the pace for adoption of a nationwide policy. This country can no longer afford to ignore the important role that early childhood programs play in the future development of our children's lives. Working parents have been silent too long.

The time for a national policy is now, and the YWCA of U.S.A. urges your committee to support the first comprehensive child care initiative in 17 years. The bill is a needed investment in a sound future for parents and for our children.

Thank you, Mr. Chairman.

[The prepared statement of Gwendolyn Calvert Baker follows:]

TESTIMONY OF

GWENDOLYN CALVERT BAKER, PH.D.
NATIONAL EXECUTIVE DIRECTOR
YOUNG WOMEN'S CHRISTIAN ASSOCIATION OF THE U.S.A.
NATIONAL BOARD

REGARDING THE ACT FOR BETTER CHILD CARE SERVICES H.R. 3660

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES OF THE
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

FEBRUARY 25, 1988

Mr. Chairman. Thank you for the opportunity to speak before the members of the Subcommittee on Human Resources in support of H.R. 3660, the Act for Better Child Care Services. The YWCA of the USA appreciates the leadership the Subcommittee has taken in acknowledging the need for quality, affordable day care. The YWCA thanks you for making a commitment to structure a child care system which would provide access to care for all American families. One of the organization's major concerns has been the fact that many poor children and children of the working class are receiving marginal, inadequate care, or no care at all.

Commitment to Child Care

In its 129 years of existence, the YWCA of the USA has been in the forefront in assisting women and girls in achieving their full potential. More than one hundred years ago, the YWCA recognized the need for child care, and in 1864 in Philadelphia, the YWCA organized the first day care center in the United States. In the face of unreasoning prejudice and misinterpretation, the Cleveland YWCA opened a residence for unwed mothers in 1869. Today, the YWCA of the U.S.A is made up of 400 community and student Associations operating at over 3,000 locations throughout the nation. YWCAs have long been recognized as important community resources for vocational, educational, and personal development programs. There are special activities for infants, children and teens, as well as for seniors, refugees, and the handicapped.

The YWCA of the USA is a voluntary organization which has responded to the call for child care. Around the country, there are presently over 180 YWCAs that provide day care services. More than 97,000 children, from infants to school age youth, are served at these centers. Our services extend throughout 49 states and the District of Columbia. We have major centers in Los Angeles, CA, Flint, MI, Akron, OH, the Calument area in IN and Gary, IN, Dubuque, IA and Sioux City, IA. Additional centers in the state of New York provide child abuse counseling, teen pregnancy prevention programs, day camp and remedial education for the disadvantaged. Iowa day care centers have established programs for children who have been abused, nursery schools, and programs for adolescents and unwed mothers. The provision of these services are very important to the families we serve.

Because many local YWCAs are direct providers of child care and others provide information and referral services, the YWCA of the USA has a special interest in child care services. At its 1982 national convention a resolution was approved supporting quality child care services. The resolution gave support to the establishment of an extensive network of child care services with adequate funding from all levels of government and the private sector, a strong basis of interagency cooperation, and consideration of non-traditional alternatives, with public licensing processes for child care facilities to set minimum standards for adequate child care.

It further recommended that the National Board and member YWCAs urge all agencies providing child care to examine the possibility of raising wages and benefits for child care workers and support extension of pension benefits to those who earn their living as child care providers.

At its 1985 national convention, child care was adopted as one of the organization's national Public Policy Priorities. Since then, a Task Force has been established to study child care services currently being offered by the YWCA, to develop guidelines for special emphases, and to formulate recommendations for future program development.

Through participation in the National Collaboration for Youth, the Ad Hoc Coalition on Child Care, and the Alliance for Better Child Care coalition the YWCA continues to advocate for federal legislation that would increase the supply of quality, affordable, and accessible child care for women and their families.

The Need

The YWCA of the USA recognizes that at no time has the need for affordable day care been more vital than the present, when the average cost of day care in this country is $3,000 per year for one child. Many Americans cannot afford this price tag.

The Act for Better Child Care Services is long overdue. It has been nearly seventeen years since President Nixon vetoed a major child care bill. In 1971, the concept that children would be left in the care of someone other than their mothers almost was considered an offense. Today, America is being forced to pay the price for this short-sighted decision. Our country is faced with a major child care crisis because the number of children with working mothers has grown tremendously. Half of all married mothers with infants younger than one-year old are in the work force. By 1995, two-thirds of all pre-school children will have mothers in the work force; and four out of five school-age children will have working mothers.

The YWCA of the USA appreciates the fact that our legislators are moving to address our nation's need for child care. America's parents need help desperately. Whether someone is a single mother on welfare, a member of the working poor, or the working middle class, each one needs child care. In some states, less than 10 percent of the eligible children are being served. In Florida there are 20,000 individuals on the waitig list for subsidized care. The nation has 21.6 million children under the age of six, but less than three million places are available in properly licensed day care centers.

Many American industrialists are beginning to take interest in child care and they have begun to realize that an early investment in a productive work force is good for business. The lack of affordable, quality child care has contributed to absenteeism among many parents in the work force. Although the number of employers providing some type of assistance to their employees has risen 400 percent since 1983, only 3,000 out of over six million U.S. employers provide any type of child care. The service is the least frequently offered of all employee benefits.

Furthermore, there is no evidence that the corporate world can be counted upon to take the lead in child care for low-income families. A study found that these corporate centers have very few openings, and they tend to be located at their headquarters where the higher paid employees work. The factory locations of these industries remain without child care services.

Employers that do provide assistance in purchasing child care generally offer help through a salary reduction, an approach that tends to benefit mostly higher paid employees. One corporation, American Express, sponsors community-wide resource and referral programs and family day care recruitment campaigns. Unfortunately, few employers have followed this example where resources are used to help their own employees as well as families living in the community.

The work place suffers when employees must leave their offices to deal with child care problems. A poll conducted by the American Federation of State, County, and Municipal Employees (AFSCME), found that 28 percent of parents interviewed with children under 12, had given up a job or promotion due to lack of child care. A Fortune magazine study found that disappointment with child care was the most reliable predictor for absenteeism and unproductive work time.

Unemployed parents also are deterred in even seeking jobs due to the lack of adequate care. Consequently, the economy must bear the burden of these people who stay home to care for their children and remain dependent on welfare. Survey results indicate that child care arrangements are the primary problem in seeking and keeping a job. Many women give up looking for work because of the difficulty in finding child care. Conversely, a public investment in child care has been found to be cost-effective. The Colorado Department of Social Services estimated that providing child care assistance to low-income working families costs only 38 percent of what it would cost to provide these same families with AFDC and Medicaid benefits, if they were unemployed. Child care affords unemployed parents the opportunity to work and allows working parents greater flexibility.

The Act for Better Child Care Services

The American public now realizes that child care is an issue with which the country's families will require help. Even though there is demand for child care and some states have attempted to address the issue, the Federal Government has yet to respond in the form of a national policy.

To date, the Federal contribution toward child care has been limited. The two major vehicles for aid have been the Title XX Social Services Block Grant and the dependent care tax credit. Title XX cannot meet the demands of all American families. While the program's funding was cut 20 percent in 1981, the need for child care grew tremendously. Even before the cuts, child care programs using

Title XX monies served only 14 percent of the children under six living in poverty.

The Act for Better Child Care Services, H.R. 3660, responds to the rally of parents who cannot afford care by providing financial assistance for child care to families earning up to 115 percent of their state's median income. The bill also creates a set of minimum federal child care standards and enforcement practices for all licensed and regulated child care within a state, and, thus, insures the health and safety of our children. The measure will further provide funds to increase the number of qualified and trained providers and maximize existing resources by building upon Head Start, Chapter I pre-school, and state funded pre-school programs. Head Start is a salient program, but it currently serves only 16 percent of eligible children. The Act will also help states coordinate its services, thereby helping to insure efficient use of resources and enabling parents to gain access to the most appropriate child care services.

Affordability

The Act for Better Child Care Services is a national program to improve the quality, affordability and availability of child care. H.R. 3660 should not be looked upon as a spending authorization, but as an investment in the country's future. One of the major concerns of the YWCA is that child care be provided to children in poverty.

Federal support is essential to make child care affordable for low income families. A good early childhood development experience helps low-income children begin school on an equal footing with other children.

The YWCA's child care programs are continuously faced with the dilemma of providing affordable child care while trying to meet the increasing costs of administering these programs. They recognize the importance of maintaining sliding fee scales to serve families with limited incomes but must struggle with expenses related to facility and equipment maintenance, fair wages, benefits, and training for staff, and meeting the various licensing and regulatory requirements especially if they are serving infants, toddlers, and school-age children.

Financial assistance to families, higher rates of reimbursements to programs serving infants and children with special needs, and reimbursements at no-less-than the market rate of care in a community provided by this bill will greatly enable YWCAs to continue to provide quality, affordable and cost-effective care.

Quality of Care

The Act for Better Child Care Services fills a Federal void which has existed for many years, and also designates a viable role for the states.

The private nonprofit sector has played a vital role in the provision of child care. The United Way of America contributed more than $36 million to child care programs in 1986. Many local YWCAs were recipients of this funding. Some states have taken steps toward greater child care subsidies, but states cannot fill the large gaps left in the child care system. The Federal Government must play a major role in the process. There is no time like the present for the Federal Government to work in partnership with the states.

We are past the time when a small piecemeal approach will solve the child care crisis. Child care is a national problem; it will not be solved until the Federal Government sets the pace by adoption of a nationwide policy.

The YWCA sees federal leadership as being very necessary in this area. One of the many attributes of the Child Care for Better Services Act is that it establishes a very needed infrastructure and creates a Federal-State relationship.

H.R. 3660 will require states to set up a process for reviewing and strengthening their licensing laws and developing school-age child care regulations if there are none in place. The designation of staff-child ratios is essential. Currently, thirty-two states do not regulate group size for preschoolers, and 26 states do not regulate size for infants. Centers will be given time to meet regulatory requirements and states will be allowed to reduce their match from 20 percent to 15 percent once all goals are met, an incentive to encourage states to upgrade their programs.

The bill will also set standards for the enforcement of a state's regulatory system. This will insure that regulations and enforcement practices are fair and applied uniformly throughout the country.

Because YWCA child care programs serve infants through school-age children and in a variety of settings, e.g., its own buildings, in school settings, churches, recreation centers in a public housing project, etc., making available funds, as allowed in the Act for Better Child Care Services, for technical assistance, to help centers meet regulatory requirements, and for scholarship assistance to caregivers will strengthen the YWCA's capacity to provide quality child care. The YWCA is commited to developmental day care, and the Act for Better Child Care Services responds to this concept. We also agree with the bill's priority to programs providing meaningful opportunities for parental involvement and family support services.

In addition, the YWCA of the USA supports the need for well-trained personnel. Currently, only 29 states require ongoing training for teachers in day care centers, and only 14 require training for home providers of family care. The measure would require that child care providers must complete at least 15 hours per year of in-service education in areas essential to working successfully with young children.

We support personnel receiving training in child development, health and safety program management and law enforcement. It is the very least that our country's children deserve.

These goals are achievable, and establish a precedent for quality; higher quality care has been shown to be safer care. Studies indicate that child care centers which receive periodic monitoring and meet higher standards are less likely to be beseiged by serious complaints. Improved standards can only assist centers in their quest to obtain insurance. We hope it would follow that carriers should not be as inclined to deny coverage to centers that are in compliance.

The YWCA appreciates the fact that the Act for Better Child Care Services would finally give providers the recognition as professionals which they so justly deserve. The bill reserves fifteen percent of the funds allocated to states for a range of services to improve the quality of care, including training programs for child care providers, state clearinghouses of child care training materials, a scholarship assistance program for caregivers seeking their credentials, a state-wide resource and referral system, support networks to provide recruitment and technical assistance to family day care providers, and a plan to increase salaries and other compensation for caregivers working in programs funded under the Act. These benefits are long overdue.

The status and salaries of child care workers are at dismally low levels. In many instances, higher salaries are sacrificed when decisions are made about cuts in expenses, in order to maintain affordable fees for low income families. Child-to-staff ratios are at times below standards, and the training of those entrusted with our children is in many instances minimal. To avoid frequent staff turnover which is presently occurring, providers will need to be compensated at competitive rates. If this is not done, trained and experienced staff will continue to seek better paying positions elsewhere. The salaries at fast food restaurants are in some cases, better than those of providers. We must do anything we can to upgrade the pay, and increase the status of those individuals who care for our nation's children while continuing to provide affordable child care. The country should question the fact that 75 percent of all adults caring for children are barely making the minimum wage. Despite higher levels of education, child care providers are paid less per hour than animal caretakers, bartenders, or parking lot and amusement park attendants. If we perpetuate this system of giving our caregivers poverty level wages, it will remain increasingly difficult to attract the best care for our children. Moreover, better compensation is the only manner in which we can reverse the trend of educated professionals leaving the field. We cannot expect early childhood professionals to keep the cost of child care affordable by asking them to accept a standard of living that the Government defines as unacceptable. We must make the early childhood profession an attractive career option for young people. Trained and experienced staff with the knowledge to implement developmental curriculums are the single greatest determinant of quality in early childhood programs. Furthermore, research reveals that children develop and learn better when they are in child care programs that can provide consistent and reliable staff.

Increased Supply of Child Care

The Act for Better Child Care Services will make new federal funds available to states to increase the number of child care facilities and quality providers. The availability of grants and low interest loan funds will encourage non-profit organizations to respond to their community's child care needs to develop new programs or to expand current ones. Without such assistance, at times costs for increased staffing, training, and renovations to meet regulatory requirements are prohibitive and discourage an agency from becoming involved.

Coordination of Resources

The need for a coordinated comprehensive approach to assess, plan and deliver child care services in a community is long overdue. The Act for Better Child Care Services will provide the incentives for states to involve a broad based diverse group in the planning of comprehensive child care services so that there is a solid partnership between public agencies, private for-profit and not-for-profit organizations, and consumers. Efforts will be coordinated, duplication of services minimized, and accessibility to services insured.

Conclusion

The time for a national policy is now. Full funding of this bill must be approved. Families who have been making sacrifices to pay for child care have waited long enough for help. The bill is cost-effective. Child care is the key to any strategy to move families away from dependence on welfare benefits. One dollar invested in pre-school education returns $4.75 in savings through lower education costs, lower welfare costs, and higher worker productivity. America must respond to those who need or want to seek employment and to the nearly two-thirds of all women in the workplace who are either single or have husbands earning less than $15,000.

Congress has a chance to fill the child care void. The Act for Better Child Care Services would increase the numbers of children throughout the nation who are receiving quality affordable child care. Our children need physical, emotional, and intellectual stimulation, and they require it at an early age.

The Act for Better Child Care Services is the vehicle to meet this country's needs. The bill would assure that people of every socio-economic status will have their child care needs met.

This country can no longer afford to ignore the important role that early childhood programs play in the future development of our children's lives. The YWCA of the USA urges your committee's support of the first major child care initiative in seventeen years. The bill is a needed investment in a sound future for America's parents and children.

Mr. **Kildee**. Thank you, Dr. Baker.

Dr. Goff.

Ms. **Goff**. Thank you, Mr. Chairman.

Mr. **Kildee**. Pull the mike quite close to you. They aren't that sensitive. Thank you.

Ms. **Goff**. Thank you. Mr. Chairman, thank you very much for allowing me to speak on behalf of an outreach of four million black women in this country. We welcome this opportunity to talk about the necessity for child care for black families.

The National Council of Negro Women, since its inception by Mary McLeod Bethune, has been concerned about the plight of black women and their children. The National Council through its work for many years has learned over and over again that black women have limited possibilities and options when it comes to child care. This means that the economically disadvantaged woman who needs child care for her children find it hard to expand their potentials, to find jobs, and for growth and development. In fact, sometimes these women meet such obstacles that they just give up on themselves, on trying to work, and on finishing school.

Adequate child care has always been a concern for black families. The employment of both parents is not uncommon and has been a survival issue, a necessity, in order to provide the mere basics for their homes. Years ago, the extended family helped the young families with children. Dependent grandparents who needed their families to support them cared for the children. This no longer takes place.

The current statistics about working black parents support the fact that the child care issue is a priority and will increase as we move to the year 2000. Child Care, which was once thought to be a women's issue, is fast becoming a major concern of men as a result of more men caring for their children as single parents. Daily, frequent reminders underscore the importance of quality child care. Policies and practices that affect day care services have to be strengthened.

There is a need for national child care standards which will be supported by Federal dollars and implemented by local Governments. It makes more sense to support people early in life through quality child care rather than late in life through welfare and the criminal justice systems.

Teenage parents, who have limited incomes and in some instances must rely on their parents to support themselves and their children, presents a major crisis for us in child care. It is necessary for these young people to have quality child care for their children so that they can advance in life and become self-sufficient, independent individuals who can take care of their children.

As early as 1960 and 1970, the National Council of Negro Women recognized the need for child care in rural as well as urban communities, and in January of 1970 the National Council established the Fannie Lou Hamer Center in Rulesville, Mississippi, for the women who were being trained in the silkscreening process and garment making. This child care effort not only helped the women to become independent and self-sufficient, it also assisted in the development of their children's learning skills and growth process. In addition, the children received almost two-thirds of their daily nutrition while at the day care center.

We have learned from Head Start programs that good day care alternatives for children contribute to their total development and readiness. Children who participate in Head Start programs make better social and academic adjustment. We know that the literacy level of a person determines a skilled or an unskilled individual, which leads to an employed person or a recipient of public assistance or a person who resorts to the criminal activities as a means of making a living.

Mr. Chairman, in summary, the National Council of Negro Women supports the passage of H.R. 3660 because the economic plight of black families demands that parents be employed in order to make ends meet and that they become trained for the jobs of the 21st century. Child care is essential for working males and females who are heads of households. Federal and local Governments support for day care centers can help eliminate social problems such as child abuse, the educational disadvantage, dependent citizens, illiteracy, and unemployment. Quality day care contributes to the total development and readiness of tomorrow's citizens and enhances their social and academic development, especially those children from disadvantaged backgrounds.

All citizens with children should have equal access to quality child care. In order to have a level of excellence in child care, standards and regulations have to be established on the national level and implemented by the State mechanisms. If the State regulations are effective, the local Governments will need Federal support. The national revenue is needed for overseeing the State administrative processes and for subsidizing child care for those families with limited funds.

The National Council of Negro Women urges you to pass the Act for Better Child Care immediately. And thank you very much for the opportunity to speak.

[The prepared statement of Wilhelmina D. Goff follows:]

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TESTIMONY BY

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CONGRESS OF THE UNITED STATES

HOUSE OF REPRESENTATIVES

HOUSE COMMITTEE ON EDUCATION AND LABOR

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WASHINGTON, DC 20515

FEBRUARY 25, 1988

Mr. Chairman, the Honorable Dale E. Kildee, and distinguished members of the House Committee on Education and Labor Subcommittee on Human Resources, I am Wilhelmina Goff, staff member of the National Council of Negro Women. The National President is Dr. Dorothy I. Height and the organization lhas an outreach of four million women through its 232 community-based sections and 32 national affiliate organizations. Thank you for the opportunity to speak about the important matter of better child care, especially why Black families need it.

The National Council of Negro Women, Inc.(NCNW) since its founding by Mary McLeod Bethune has always been concerned about the plight of Black women and their children. NCNW has for many years worked as a volunteer organization to help Black women elevate their status in society. We have learned from our many program efforts over and over again that Black women have limited choices in support services which are great handicaps. The possibilities for identifying and affording high caliber child care services are limited. This means that economically disadvantaged women who need day care for their children find it hard to expand their potentials and to find jobs growth and development. In fact, sometimes these women meet such obstacles that they just give up on themselves, on trying to work and on finishing school.

Adequate child care has always been a concern for Black families. The employment of both parents is not uncommon and has been a survival issue, a necessity in order to provide the mere basics for their homes. It has not been unusual for Black families to address the following concerns and questions:

What's going to happen to my child while I am working?
Who's going to keep my baby or children?

Is this a good place for me to leave my child while I work?
Will my child be safe?
How can I afford day care for my children ?

Years ago the extended family helped the young families with children. Dependent grandparents who needed their children to support them, cared for the children while the parents worked. For many that support of the extended family is no longer available. This meant that the family support system for the working parents changed and the concern about child care increased.

The current statistics about working Black parents support the fact that the child care issue is a priority and will increase as we move toward the twenty-first century. Child Care which was once thought to be a woman's issue is fast becoming a major concern for men as a result of more men caring for their children as single parents. In 1987 there were:

3,052,000 Black female heads of households
481,000 Black single male heads of households

These working single parents are trying to be independent citizens and to support their children. They are making an effort to provide the best possible environment for their families and they need access to suitable child care services.

Daily frequent reminders underscore the importance of quality child care. Policies and practices that affect day care services have to be strengthened, There is a need for national child care standards which will be supported by federal dollars and implemented by local governments. It makes more sense to support people early in life through quality child care rather than later in life through welfare and the criminal justice systems.

Supporting families through high caliber day care services can help eliminate social problems such as child abuse, dependent citizens, illiteracy and unemployment. This is particularly true when we look at what is happening to the teenage parents who have limited incomes and in some instances must rely only on the money that their families provide. Teenage parenting is a greater concern now than in earlier years because teenage parents today will more than likely be single. Between 1970 to 1985 the proportion of unmarried teenage parents has doubled. In 1985, 58 percent of all births were to unmarried teenagers, 90 percent of the births to Black Teenagers were unmarried. These teenage mothers are more likely to be are the educationally disadvantaged, with consequent difficulties in the labor market. They are also more likely to be poor and remain poor therefore, not being able to afford adequate support services for their children.

The 1987 statistics from the Women's Bureau of the Department of Labor emphasize that women are in the labor market and that they are requiring support services for their children. The statistics state that there are:

- 19,798,000 working women who have children under 18 years of age;
- 2,663,000 Black working mothers who have children under 18 years of age;
- 84 percent of Black working mothers who have full-time jobs; and
- 71 percent of mothers who work do so out of economic necessity.

Statistics also reveal that between 1967 and 1985 from 19.4 percent to 30 percent of Black families with children income contributions were made by wives. The average income of two parent families with children dropped 3.1 percent between 1973 and 1984. The decrease would have been more than three times greater (9.5 percent) had mothers not increased their participation in the work force.

As early as 1960 and 1970 the National Council of Negro Women, Inc. recognized the need for child care in rural as well as urban communities. In January, 1970 NCNW established the Fannie Lou Hamer Day Care Center in Rulesville, Mississippi for the women who were being trained in the silk screening process and garment making. This child care effort not only helped the women to become independent and self-sufficient, it also assisted in the development of their children's learning skills and growth process. In addition, the children receive almost two-thirds of their daily nutrition while at the day care center.

We have learned from head start programs that good day care alternatives for children contribute to their total development and readiness. Children who participate in head start programs make better social and academic adjustments. We know that the literacy level of a person determines a skilled or unskilled individual which leads to an employed person, or a recipient of public assistance or a person who resorts to criminal activities as a means of making a living.

In the September, 1986 issue of GROWING CHILD RESEARCH REVIEW it is reported that high-quality day care promotes self-control and the aptness with which children comply with adults requests and orders, in short they learn to be obedient and respect authority. The article also emphasized that:

- Children attending high-quality day care facilities scored higher on tests of self-regulation and compliance than youngsters in low-quality centers or those cared for at home.
- Youngsters enrolled in high-quality centers were also "more socially mature" than those in low-quality facilities or those who spent their days at home.
- Boys appear to be more sensitive than girls to the quality of their day care surroundings. There was a strong correlation between each boy's ability to regulate his own behavior and the quality of the center attended.

The above research information is important to Black families of lower-economic status because often times it is their children whose academic skills and training are lacking. This means that if they have access to excellent child care, the children's social and academic development will be enhanced. This is important in the advancement of the skills and literacy of tomorrow's future citizens to take their rightful places in society.

Mr. Chairman, in summary the National Council of Negro Women supports the passage of the better child care bill because:

- the economic plight of Black families demands that parents be employed in order to make ends meet and that they become trained for the jobs of the twenty-first century. Therefore, they need quality affordable child care services are needed for their children.
- child care is essential for working male and female

heads of households with children.

- federal and local government supported day care centers can help eliminate social problems, such a s child abuse, the educational disadvantaged, dependent citizens, illiteracy and unemployment.
- quality day care contributes to the total development and readiness of tomorrow's citizens and enhances their social and academic development, especially those children from disadvantaged backgrounds.

All citizens with children should have equal access to quality child care. In order to have a level of excellence in child care, standards and regulations have to be established on the national level and implemented by state mechanisms. If the state regulations are effective, the local government will need federal support. The additional revenue is needed for overseeing the state adminstrative processes and for subsidizing child care for those families with limited funds.

The National Council of Negro Women, Inc. urges Congress to pass immediately the Act for Better Child Care Services (H.R. 3660). Mr. Chairman, thank you for the opportunity to bring to this hearing some of our concerns and our support passage of the ABC bill.

Mr. **Kildee.** Thank you very much.

Dr. Jones.

Mr. **Jones.** Thank you very much, Chairman Kildee, for offering the American Psychological Association the opportunity to speak to you today in support of H.R. 3660, the Act for Better Child Care Services.

I am James M. Jones, executive director for public interest at the American Psychological Association, which is an association of over 90,000 members who conduct research and provide social and psychological services in child development and in child care. It is the implications of the research that many of our members conduct in this area that I will address today. I will specifically address what we know about the needs of young children, the characteristics of high-quality child care, and how those facts relate to H.R. 3660, the Act for Better Child Care Services.

First of all, I think it is very important to recognize that our research paints a different picture today of the infant and toddler than it did many years ago. The infant is not a passive, inert organism with limited capacity for observing, responding to, and indeed influencing his or her environment. Rather, we have learned that very young infants are clearly aware of what is going on around them and are capable of remembering how adult caregivers behave and the contingencies between their behavior and their caregivers' behavior. This makes the child a very active part of his or her environment.

We have learned that infants, toddlers, and preschoolers learn from adults both in an active way—that is, they learn what adults attempt to teach them—but they also learn in a passive way, by observing and imitating those behaviors. This learning is further enhanced when the child has established a strong, positive emotional attachment with the adult.

We have also learned that children are incredibly resilient, but that there are limits to how they can adjust to negative circumstances. Not only is there a decided disadvantage to threats of extreme negative influences such as physical and mental abuse, but the absence of positive emotional attachments can lead to apathy and indifference and a failure to thrive. This, too, is a damaging situation that leads to increased risk of emotional and behavioral problems later in life.

Children benefit from close emotional attachments to adults so that continuity of care and consistency of treatment are elements crucial to positive childhood development. Although we do not mean to suggest that a child should have only one caregiver, the more discontinuity there is in the caregiving, the less positive are the expected developmental outcomes.

We should also make note that children's needs do not differ according to who is caring for them. A child's needs are the same whether a parent, a friend, a relative, or child care workers are providing that care. What does the child need? The child needs a caregiver who understands normative development and is able to translate that knowledge to effective care as appropriate for children of different ages. Emotional, physical, and intellectual development varies with age, and the caregiver must provide experiences that vary appropriately with those developmental levels.

They also need continuity in the child caregiver relationship. This means turnover among caregivers must be minimal and the number of caregivers in a given site must be appropriate to the need for consistency, continuity, and the development of positive emotional relationships.

What do we know about quality child care? For the most part, the research on child care outcomes in nonparental settings has focused on predictors of positive outcomes. The results of this research can be summarized fairly briefly. First, we know that the caregiver-child verbal interaction is a very important predictor of positive social development, as indicated by higher levels of considerateness in these children, an ability to focus on tasks, and sociability.

Second, we know that low child-staff ratios contribute positively to child outcomes, as does a lower number of children in the setting. Both of these factors have the effect of limiting the number of children with whom each adult interacts.

As already suggested, caregiver stability bears a positive relationship to child outcomes, as indicated by lower levels of aggression and higher levels of sociability. Caregiver training and experience increases the chances that more frequent, constructive, and age-appropriate levels of interaction will take place, with corresponding positive consequences for child development.

The research does not address the question of whether or not nonparental child care is good or bad. It simply makes the point, I think, and makes it very well, that quality child care is positively related to positive outcomes for children.

What are the implications of H.R. 3660 for these research results regarding child development? Well, it is clear that this bill would put in place an infrastructure that would address several aspects of a child care provider system that would enhance the overall quality of child care services. It would establish Federal child care standards which for centers directly addresses three issues found to be related to quality child care. It addresses child caregiver ratios. It addresses group size. And it addresses caregiver training and qualifications. In addition, the standards for family child care would regulate the child-caregiver ratio.

Secondly, the legislation would offer financial assistance to States to help them upgrade training and provide technical assistance to child care providers. The child development associate certificate would, hopefully, become the criterion for such training and does provide training in normative development and child care strategies.

Third, the bill would also require States to develop a plan to raise wages and compensation of child care providers and provides grants to assist in upgrading the pay and facilities for child care services. This helps keep providers in the system and makes available both continuity of care and a larger variety of care to children and their parents.

In closing, I would like for the members of this subcommittee to reflect for a moment on how the status of child care in this country reflects on us as a Nation. What does it say when two children die in a fire when left unattended at home after school because they could not get adequate child care? What does it say about our

Nation when a teenage high school dropout is allowed to care for eight infants? What does it say about our Nation when we pay those who care for animals in research laboratories more than we pay those who care for our children?

We should want for all children no less than we want for our own, not only because children represent—indeed are—our future, but because children are wonderful, innocent creatures who entrust themselves to our care. They are wonderful and special and must be valued not only for their potential in our adult world but for what they are right now: children.

Thank you for the opportunity.

[The prepared statement of James M. Jones follows:]

American
Psychological
Association

Advancing psychology, as a science, a profession, and as a means of promoting human welfare

TESTIMONY OF

James M. Jones, Ph.D.

Executive Director for Public Interest

American Psychological Association

Washington, D.C.

on behalf of

The American Psychological Association

presented to

U.S. HOUSE OF REPRESENTATIVES

Subcommittee on Human Resources

Committee on Education and Labor

on the subject of

H.R. 3660, THE ACT FOR BETTER CHILDCARE SERVICES

February 25, 1988

The Honorable Dale Kildee, Chair

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American
Psychological
Association
Advancing psychology as a science, a profession, and as a means of promoting human welfare

Chairman Kildee and members of the Subcommittee on Human Resources, I am pleased to have this opportunity to present this testimony on behalf of the American Psychological Association. My name is James M. Jones, Ph.D., and I am Executive Director for Public Interest of the APA. APA is the largest association of psychologists in the world; its 90,000 members represent a broad spectrum of research and professional specialties. Many of APA's members have conducted research on child development and child care, and it is the implications of this research for the legislation you are considering which I intend to address today.

Others who have testified earlier today have spoken to the magnitude of the childcare problem in this country. You have heard some poignant stories of the tragedies which have happened, and which are waiting to happen, when we fail to provide quality childcare. I won't repeat the stories or statistics. Instead, I'd like to review what we know about the needs of young children, what we know about the characteristics of high quality childcare, and how those facts relate to H.R. 3660, the Act for Better Childcare Services.

What we know about young children

We have learned a great deal about the capabilities of infants and toddlers over the past twenty years. Where we once thought newborns to have limited visual acuity and no capacity for remembering events, we now know that very young infants are clearly aware what is going on around them and are capable of remembering how to get adult caregivers to behave in specific ways. These are findings which parents recognized long before the experts.

We have also learned a great deal about how infants, toddlers and older preschool age children learn about their world. Parents and other adult caregivers are the most important teachers for children. Some of what young children learn from adults is explicitly taught to them; adults will often reward a child for engaging in approved behaviors. Much of what the child learns, however, comes from simply observing and modeling, or imitating, the behavior of adults. Those of you with children recognize the truth of this statement. We also know, however, that children are much more likely to learn from and model the actions of adults with whom the child has a strong and positive emotional relationship.

We also know that close emotional relationships with adults are important for the emotional well-being of the child. Research on deprivation of care includes studies of institutionalization, child neglect, and social isolation. Children are remarkably resilient to all manner of threats to their development. Still, recent research suggests that this resilience has its limits; children who receive little positive social and

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physical contact with adults are at increased risk for developing emotional and other behavioral problems later in life. Studies of young children with positive emotional attachments to adult caregivers indicate that the positive relationship contributes to enhanced social, emotional, and intellectual growth.

A great deal of evidence also suggests that close emotional attachments to adults are fostered by situations which limit the number of caregivers a child sees and which allow for continuous contact with these caregivers for a substantial period of time. This finding should not be interpreted as meaning that children should be cared for by only one person. Research suggests that children can benefit from contact with other adults, as long as they have developed a close primary relationship with one adult.

Continuity of care is important for other reasons. Children need consistency in their lives. Studies of the effects of inconsistencies between parents, especially with approaches to discipline, indicate that children are likely to show behavioral problems, especially aggression, in response to inconsistent treatment.

Finally, we know that the needs of children change significantly as they grow and develop both physically and mentally. The four-year-old's way of processing information and understanding the world are qualitatively and fundamentally different than the younger child's. Similarly, the amount of physical contact most beneficial to a child's development changes with age; too much physical contact at the wrong stage of development can be detrimental.

Implications for non-parental care. It is important to recognize, first and foremost, that the needs of children don't change according to who is caring for them or where that care is taking place. Parents are rightfully concerned about the nature and quality of care their children receive. The qualities of good childcare, whether provided by parents, relatives, friends, or other caregivers, don't change.

Good quality childcare must be structured in a way that accomodates the developmental differences among children of varied ages. The person providing care should understand normative development, that is, how children grow and change and what can be expected, emotionally, intellectually, and physically, from different aged children. Caregivers must also be able to translate their knowledge of normative development into forms of care appropriate for children of different ages. Older children need to be afforded more independence the younger child, who may in turn need more warmth and nurturance. While visual and mental stimulation is important for normal development, it must be pitched at the right level for the child if it is to contribute to the child's development. The variety, quality, and developmental appropriateness of stimulation is far more important than the quantity of stimulation.

The need children have for a warm relationship with their caregiver, especially true for younger children, cannot be met in a system where turnover of providers is as prevalent as is the case in most areas in the

U.S. The development of nurturant relationships requires continuity in the child-caregiver relationship. Lack of continuity of caregiver is likely to contribute to inconsistency in child-rearing approaches, possibly contributing to later disciplinary problems. Thus, the developmental needs of the child are not well served when that child is moved from caregiver's home to caregiver's home, or when the child interacts with eight different caregivers in a childcare center.

What we know about quality childcare

Research on the effects of non-parental childcare on child development has, over the past ten years, focused on the components of quality childcare or, put more precisely, the predictors of positive child outcomes. Much of what has been learned, not surprisingly, meshes well with what the more basic research on child development tells us with respect to the needs of children.

Several studies have indicated that the extent and quality of caregiver-child verbal interaction is an important predictor of positive social development. Children in settings where caregivers spend more time talking with them, for example, show higher levels of considerateness, ability to focus on tasks, and sociability than do children in settings where caregiver-child verbal interaction is less frequent.

Another consistent predictor of positive child outcomes is a low child-staff ratio. A related variable, a lower number of children in the care setting, has also been found to be a good predictor of child development. Both of these variables are likely to positively affect child outcomes in a similar manner: they limit the numbers of children an adult interacts with, which increases the amount of time the adult has to verbally interact with each child.

Caregiver stability, as one would expect, has been found to predict positive development. Children in settings characterized by high levels of caregiver turnover have fared poorly on measures of aggression and sociability; children in more stable settings show higher levels of prosocial behavior and lower levels of aggression, consistent with the findings of developmental researchers in studies of continuity among primary caregivers.

Studies also indicate that the level of caregiver training and experience affect the child's experience in childcare settings. Caregivers with knowledge of child development and early childhood education have been found to be more likely to engage in forms of interaction with children, such as increased verbal interaction and developmentally-appropriate levels of play, that are predictive of positive development than have untrained caregivers.

Note that I have not addressed the issue of whether non-parental childcare is "good" or "bad." Putting the issue in this way oversimplifies a complex question. General statements about complex issues are nearly always misleading, but it is fair to say that the research evidence accumulated over the past two decades suggests that quality childcare promotes positive development among children. Poor quality childcare, of course, can place a child at risk for developmental problems

Implications for policy

H.R. 3660, the Act for Better Childcare Services, would put in place an infrastructure which would begin to address several aspects of the childcare provider system in a way that would enhance the overall quality of childcare services. One key aspect of this legislation is the establishment of federal childcare standards. The standards for centers address three of the issues frequently found by researchers to be related to childcare quality: child/caregiver ratio, group size, and caregiver training and qualifications. Standards for family daycare would regulate the child/caregiver ratio.

H.R. 3660 would also provide financial assistance to states to help them offer training and technical assistance to childcare providers. Ideally, states will move, as some already have, towards the adoption of the Child Development Associate (CDA) certificate as the criterion for licensing childcare providers. The CDA program provides trainees with a basic grounding in normative child development and childcare strategies.

Critical to the development of an adequate childcare system is the ability to attract and retain committed childcare providers. Quality childcare is not possible if provider turnover rates cannot be reduced. H.R. 3660 addresses this critical issue in several ways. First, and most importantly, the bill would require states to develop a plan to raise the wages and compensation of childcare providers. No one can realistically expect providers to remain in a field which generally pays less than poverty wages. Second, the bill would assist providers by providing grants to start up or expand childcare programs.

In closing, I would like to ask members of this Subcommittee to just reflect a moment on what the status of childcare in this country says about us as a nation. What does it say about us when children die because they remain on waiting lists for months and years to get into a childcare program? What does it say about our nation when we allow a teenage high school dropout to provide care for eight infants? What does it say about us when we pay those who care for our children less than those who look after the animals in our research laboratories? My colleague, Dr. Urie Bronfenbrenner, has said that a society should be judged according to how it pays those who care for its children. We should want for all children what those of us here would want for our own children, and not only because children represent our future as a nation, but because children deserve the best we can give them now, and because children are to be valued as children and not just as future wage-earners and taxpayers.

Thank you for this opportunity to testify.

Mr. TAUKE [presiding]. Our next witness is Ms. Strom.

Please proceed.

Ms. STROM. Mr. Chairman, and distinguished members of the panel, my name is Joyce Strom, and I am the deputy director of the Child Welfare League of America. On behalf of our 500 member agencies and 1,000 affiliates throughout North America, thank you not only for the opportunity to appear before you this afternoon, but for your leadership on the issue of child care and more particularly for the leadership in introducing H.R. 3660, the Act for Better Child Care.

I have had approximately 25 years of involvement in the day care community. I owned and operated a private day care in Vermont. I ran Head Start programs in two States and did State and national Head Start consultation for several years. As director of the Massachusetts office for children, I was responsible for licensing and monitoring all child care in the State. In the late 1970's I came to Washington to serve as associate commissioner of the Federal Government's Administration for Children, Youth, and Families, and perhaps most importantly, I have three sons who grew up very well—I might add—in day care.

1988 is the year for day care. You know day care is an idea whose time has come when your colleagues in the House and Senate are introducing a new bill for day care every other day.

In terms of pending child care legislation, the Child Welfare League and its membership across the country consider H.R. 3660 as our number one priority. It would establish for the first time a responsible national framework for assuring quality, accessible, affordable child care, which we have detailed in our written statement. We commend the thoroughness with which the bill has been drafted.

I would like to use my time to focus on two issues which H.R. 3660 would address and which the Child Welfare League feels particularly strongly about: availability and standards. And then I would like to make one suggestion for what we believe is critical to an effective implementation of the bill, the establishment of local community councils.

Availability: In my written statement we outlined a sample of our membership programs with respect to their present capacity and waiting lists. I will not take the time to recite the specifics of those numbers, rather provide you with the aggregates. In just five States and one urban city there were 463,000, or close to half a million, children waiting to get into an available day care center.

The question of primary concern to our league is what is happening to these children. Unfortunately, the answer for too many of them is that they are simply left unattended, many as young as five years old. For the parents of these children, in order that they might be able to work, this is sometimes the only option. Stories abound of the tragedies that have befallen these children. They have died victims of fire or a dryer that got turned on inadvertently, or a gun in the hand of a playmate.

As a Nation, we cannot continue to allow this to happen. This bill would provide the first important step in the direction of building a supply of day care. We speak of this not in terms of sufficiency, but instead the providing of a framework or infrastructure for

States and communities to continue to enroll new public and private partners for expansion.

Regarding standards, in 1960 we first published standards for day care services, and we would like to take this opportunity to offer a copy of our 1984 standards for the record.

We read in here daily the recital of children fatally injured or permanently injured because of inadequate day care, children like Jessica McClure, who fell in the well in Texas while in the care of an unlicensed day care center. It is easy to say that it is up to the parents to see that their children are in safe care. But this care of children away from their families involves certain hazards and takes place during hours when the family's attention is on their work.

We believe that, as a bottom line, we have a responsibility to see that appropriate safeguards are set up and enforced to ensure the well-being of children cared for outside of their home under public or voluntary auspices and in privately operated facilities or independent homes. Experience and history have shown us that the most effective approach is for the public bodies which pay for child care to any extent, whether directly or indirectly, to require compliance with a minimum quality standard as a condition of receiving public funds, like "drive under 55 in your State or lose your money."

We applaud and strongly support the way in which H.R. 3660 proposes to guarantee quality in day care, which we have outlined in our written statement, and my answer to any question regarding should the Federal Government be requiring States to set and meet minimal requirements is a strong "Yes," yes because States and the general public are uneven about their knowledge and commitment to children and the needs of children are not uneven. States are also very experienced about standard-setting and regulations.

I live in a State, for instance, very committed to the well-being of my car. They want to know that my car has a home with an address and if it has a garage. They want to know that my car is well. They require a physical every year. And now they want to be sure that its emission is even inspected.

In this same State, members of the general public almost got passed legislation that would move the licensing of for-profit day care centers into the commerce agency, where certainly the knowledge and priority for children is less substantial. I will say that the State is currently reviewing its licensing function, just as this bill would ask all States to do.

Yes, we strongly support section 18.

Finally, I would like to suggest that consideration be given to the establishment of local coordinating councils. As director of the Massachusetts office for children, I was responsible for licensing and monitoring all day care. Based on this and other experiences, I feel strongly that such councils are critical to effective implementation.

Coordinating councils would not operate service programs, but would coordinate and strengthen existing services and support the development or appropriate new services. They would recommend how public day care funding is allocated to meet community needs. They would be composed of and represent all sectors of the community directly or indirectly concerned with day care as well as ethnic and geographic groups. The councils would be composed of voluntary, nonpaid community representatives and would make the mechanism for moving the new funds into the community fairly, efficiently, and effectively to maximize local capacity. The costs should be minimal and within an administrative ceiling, and most of the potential designated State agencies currently have a structure to house and accommodate the staff person needed.

Let me give you an example. There had been a quality problem when I was in Massachusetts in one of the ethnic communities of a day care center in that community. The State bureaucracy had been trying to do something about it for 4 years. Every time it moved in, they would go to the State reps and State legislators, and there would be a big fuss, and you couldn't do it because of the ethnic nature of it. So, the bureaucracy kept moving past, you know, backwards.

So, when we established the councils and the councils were included, ethnic representatives of that community, they didn't want that bad quality day care in their community, but they wanted community day care that was representative of their community. So, they changed that funding to another center, also in the community, also ethnically representative because before, they had been powerless to deal in the structure and we had been powerless as a bureaucracy to pull it off.

So, I am saying that there is a lot of stuff you have to work out, and if you don't have a structure that doesn't look like one group or a vested interest, it's a difficult issue.

We applaud you for your commitment to and for taking a stand on this issue. Please know that the Child Welfare League and all of our member agencies stand with you in moving H.R. 3660 to enactment in this Congress. We know we will face some hurdles, including the funding of the program. We also know that there are other people who are asking for additional and new funding this year.

The President, for example, in his budget, asked for a 44 percent increase to upgrade this country's air traffic control system. The total would be $1.6 billion. He also asked for a 19 percent increase for the Securities and Exchange Commission and 8 percent for the Commodities Futures Trading Commission to permit those agencies to keep pace with major changes in the markets' corresponding increased workloads.

We don't quarrel with those requests. But we highlight them relative to what H.R. 3660 requests. Are our unattended children not equally as important as unattended airline passengers and luggage? Can we not compare the needs—the workloads, so to speak—of families needing quality care for their children with the workloads, benefits, and salaries of the SEC and Futures Trading Commission?

Thank you for your leadership. This is very important legislation, the most important of this decade, for children. We are a powerful national collaboration with all the groups you have seen here today, and we want to be your partners to make this a victory in 1988.

[The prepared statement of Joyce Strom follows:]

CHILD WELFARE LEAGUE OF AMERICA, INC.

TESTIMONY OF

THE CHILD WELFARE LEAGUE OF AMERICA

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

COMMITTEE ON EDUCATION AND LABOR

U.S. HOUSE OF REPRESENTATIVES

HEARING ON

H.R. 3660, THE ACT FOR BETTER CHILD CARE

FEBRUARY 25, 1988

PRESENTED BY

JOYCE STROM
DEPUTY DIRECTOR
CHILD WELFARE LEAGUE OF AMERICA
WASHINGTON, DC

GUARDING CHILDREN'S RIGHTS • SERVING CHILDREN'S NEEDS

Mr. Chairman and members of the Subcommittee. My name is Joyce Strom, and I am Deputy Director of the Child Welfare League of America. I began my career as the owner and operator of a private day care center in Vermont, following which I was a local and state Head Start Director and Trainer and a national Head Start consultant. For the next four years, as Director of the Massachusetts Office for Children, I was responsible for licensing and monitoring all day care in that state. I came to Washington in the 1970's to serve as Deputy Commissioner of the federal government's Administration for Children, Youth and Families. I have been intimately aware of the mounting day care crisis, and, on behalf of the nation's children and their families, I can assure you that the crisis is real and merits your most serious attention.

The Child Welfare League of America is a privately supported voluntary organization comprised of 500 child welfare agencies and 1,000 affiliates throughout North America whose efforts are directed toward improving services for needy children and their families. For example, among our members are: the Michigan Federation of Private Child and Family Services; the Coalition for Family and Children's Services in Iowa; the Ohio Association of Child Caring Agencies; and the California State Department of Social Services. .

CWLA agencies have been providing child day care for the greater part of this century. During World War II, when large numbers of mothers were working outside the home in defense plants, the League played a substantial role in ensuring that the massive growth of day care was safe and supportive for the children placed in care. After 1946, when the federal government dropped out of the day care partnership, the League played a major role in developing day care services as a high quality child welfare service with multi-disciplinary emphases, through publications, training, and standards formulation. CWLA first published *Standards for Day Care Services* in 1960. I wish to submit for the record a copy of the 1984 revision of the CWLA Standards which was published by the Department of Health and Human Services in lieu of the 1985 ***Model State Day Care Standards*** which the Federal agency was mandated to deliver by the 1984 Omnibus Budget Reconciliation Act, following the series of alarming reports of child sexual abuse in day care centers.

We thank you for the opportunity to appear before the Subcommittee this afternoon to testify on behalf of H.R. 3660, The Act for Better Child Care, which we regard as a welcome reawakening of the federal consciousness with respect to a federal role in day care for the nation's children. We would especially like to express our gratitude to you, Chairman Kildee, for taking the lead in introducing this critical legislation.

The Child Welfare League is proud to have been an active participant in the careful year and a half consensus process of drafting The Act for Better Child Care, the comprehensive legislation we believe is necessary to establish an all-important federal framework for positive state action to assure that our children are in safe, affordable, quality care. CWLA member agencies throughout the United States are committed to enactment of H.R. 3660 in this session of Congress. We have taken the position that, in terms of pending child care legislation, ABC is our number one priority because of the way in which it would establish, for the first time, a responsible national framework for assuring quality, accessible, affordable care for the nation's children.

We are convinced that, in order to address the critical condition of today's day care resources, each of the components in the ABC bill is necessary. Availability and affordability must go hand in hand, and neither is sufficient without firm evidence of quality. The ABC bill approaches the existing problems and deficiencies with a variety of necessary provisions to assure that a firm foundation is established for building a workable day care system that allows for a diversity of services and settings. We commend the thoroughness with which the Alliance for Better Child Care has incorporated: assistance for low and moderate income families; flexibility for States and localities; parental choice and parental involvement; grant and low-interest loan programs; recruitment, training, and salary initiatives; resource and referral mechanisms; technical assistance; consumer education and child care hotlines; incentives for licensing standards review, monitoring, and enforcement; and extended hours to accommodate parents' work schedules. All of these elements contribute to a sound, practical federal program to solve the nation's day care dilemma and assure responsible care for our children.

CHILDREN ON WAITING LISTS

With respect to the issue of availability, there has long been a body of data indicating that families cannot find care for their children while they are at work. We would like to add to that body of data. In preparation for our testimony we contacted 36 of our private, nonprofit member agencies, large and small, from all over the country. Together, they provide day care services for 9,475 children (chiefly children from low income and homeless families). Currently these agencies have 2,693 children on their waiting lists. Our public agency members likewise document substantial shortages:

- Florida's Child Care Program (Title XX Social Services Block Grant) served 32,000 children in 1986-87, while another 25,000 eligible children waited.

- New York City reports there are 250,000 children in the city under age five who are competing for 44,000 licensed day care slots.

- The Tennessee Governor's Task Force finds that licensed day care programs are available for only one out of five infants and toddlers who need care; and licensed day care is largely unavailable to many children in rural areas and to most handicapped children.

- The Arkansas Governor's Task Force finds that the state has regulated family day care homes and day care centers for approximately 45,700 preschool and school-age children, whereas the 1980 Census indicates that Arkansas has 273,245 children under the age of 13 with working mothers. Availability of day care is a major issue, outside the four industrialized county areas - 21 counties have no Head Start and 38 counties have no Title XX slots.

- The Kentucky Department of Social Services provides day care for 4,600 children from low income families, but there are 2,230 eligible children on the waiting list.

- The Louisiana Division of Children, Youth and Family Services has 4,309 vendor day care slots serving 4,309 children, with 9,925 children on the wait list.

- The Alabama Department of Human Resources reports 55,000 children in licensed day care; 6,500 paid for by the state. Eight hundred children are on the waiting list.

The question of primary concern to the Child Welfare League is "what is happening to the children on these waiting lists?" The May 1987 Census Bureau report provides the only hard data available, listing 488,000 as "child cares for self," and 143,110 mothers missing work because of child care arrangement failures. Maine's Child Care Task Force reports an estimated 500 children age five or younger spend some time during a typical week caring for themselves, and another 2,500 children under age three and 1,000 children ages three to five were sometimes left at home alone with only a neighbor or friend looking in to check on them.

According to a February 15th report in the *New York Times* and a dramatic television report last Sunday morning, large numbers of children are being left unattended at public libraries. The parents leave them off in the morning or after school and, hopefully, but not always, pick them up when the library closes or at the end of the parent's work day. A Los Angeles survey came up with between 1,500 and 2,000 unattended children using the city's public libraries as "day care." Similar incidences are reported from Dallas; Atlanta; Montgomery County, Maryland; and Flagstaff, Arizona, and some of the libraries are posting notice that parents who continue this practice will be reported for child neglect.

When we asked our member agencies why they are not or cannot serve the children on the waiting lists, the majority indicated they would be delighted to serve more children but cited as constraints or barriers:

- **Fiscal constraints** (unfunded government subsidized care and/or **parents** cannot pay and are above the income eligibility line). - The ABC bill addresses this by providing funds for states to assist families with incomes under 115 percent of the state median income to secure day care;

- Difficulty in recruiting and retaining staff because of **low, low salaries** (competing with Burger King which pays more). The ABC bill addresses salaries and training and provides incentives for increasing the supply of licensed day care;

- Lack of **space**. The ABC bill contains provisions for grants and low-interest loans to assist in renovating day care space;

- **Transportation**. The ABC bill encourages extended day programs and allows for necessary transportation expenditures.

The **Act** for Better Child Care addresses each of these barriers **to service** in some detail, in addition to providing an overall structure around which to develop a sound, nationwide care system. For example, the ABC bill speaks to the salaries problem and also to the very important issue that we cannot just authorize a substantial expansion in day care services without, at the same time, providing for a trained work force. Day care is a labor intensive service, and, without a comprehensive plan such as ABC, we would create a day care system staffed by marginally prepared care workers.

THE ABC BILL, A LONG OVERDUE FEDERAL RESPONSE TO A DANGEROUS NATIONAL PROBLEM

The ABC bill would be a first step toward assuming responsibility for protecting and developing a basic structure for children in our country. CWLA member agencies throughout the United States are committed to pursuing enactment of this significant legislation. It is exciting to finally see many day care bills introduced in Congress by Members of quite divergent views. This will constitute a ready constituency for passage of the basic bill, H.R. 3660, which would create the meaningful framework for a diverse system of day care programs throughout the nation.

In addition to strong support for the ABC bill, the Child Welfare League has two specific concerns: (1) that standards for day care services be regarded as an essential component of this legislation; and (2) that consideration be given to including a provision which would establish local advisory councils.

(1) The Child Welfare League's long history of standard setting and maintaining high standards among our member

agencies makes particularly odious the recent movements to abandon requirements for care services to children, our most vulnerable and most valuable citizens, in the interests of devaluing the service and decreasing the cost of the service. This is incredible in view of the appallingly low day care salaries now paid, counterproductive on the face of it, and totally unjustifiable.

We have have heard the recital of children fatally injured or permanently restricted because of inadequate day care -- Jessica who fell in the well in Texas while under the care of an unlicensed day care provider; the children who died in the clothes dryer in Florida, the baby poisoned to death by a Fairfax County, Virginia family day care provider; the Montgomery County Maryland child apparently drowned by an unlicensed day care provider; the two-year old Connecticut boy run over by a bus while under the care of an unlicensed day care provider; the two unsupervised six year old girls who died in a fire in Reston, Virginia; and the several cases of alleged child sexual abuse in day care still in litigation.

It is easy to say that it is up to parents to see that their children are in safe care, but care of children away from their own families involves certain hazards. The Child Welfare League believes that the community has a responsibility to see that appropriate safeguards are set up and enforced to ensure the wellbeing of children cared for outside their own homes, under public or voluntary auspices, and in privately operated facilities or independent homes. In the long run, the only way to guarantee quality in child care programs is for the public bodies which pay for the care to any extent, whether directly or indirectly, is to require compliance with a minimum quality standard as a condition of receiving public funds.

We applaud and strongly support the way in which the ABC bill proposes to guarantee quality in day care programs. The bill provides: that all programs and providers receiving funds under this bill meet minimum day care standards in key areas affecting children's health and well-being; that states be required to review and update their child care licensing standards periodically; that a National Advisory Committee on Child Care Standards be established to recommend minimum child care standards; that states receive fiscal incentives to implement these standards over a five year period. The bill also makes funds available to help states improve standards compliance by training and hiring additional staff to monitor day care programs.

(2) A second recommendation that the Child Welfare League would like to make concerns the establishment of local councils to ensure the maintenance of existing resources as well as the expansion of resources to develop a diverse and broad based delivery system. It is important to build on and expand existing community structures, and the existence of a representative local coordinating entity will help to ensure that communities benefit from all possible resources and that funds and services get to those most in need.

The Child Welfare League would like to request consideration of an amendment to provide for local coordinating councils. The coordinating council would not operate service programs but would coordinate existing services and expanding structures and support the development of appropriate new services and structures. They would recommend how public day care funding is allocated to meet community needs. Councils would be composed of and represent all sectors of the community directly or indirectly concerned with day care, as well as all ethnic and geographic groups. The councils would be composed of voluntary (non-paid) community representatives, and would constitute a mechanism for moving the new funds into the community fairly, efficiently, and effectively to maximize local capacity.

Expenditures for local coordinating councils would be minimal, since the major function of coordination could be undertaken by a very limited professional staff (depending on the size of the community) serving as staff for the community councils. A cap could be placed on allowable expenditures for the Coordinator, who could, in many instances, occupy space in the local headquarters of the designated state agency.

Local Coordinating Councils could be appointed by the lead state agency for each geographic area. Membership should include representatives from parents, providers of center and family day care, Head Start and child development programs, resource and referral services, local social service and education agencies, local businesses, and other day care related groups.

The responsibilities of Local Coordinating Councils appointed under this section would include, but not necessarily be limited to:

(1) Assessing their communities' day care supply and unmet needs;

(2) Recommending how public day care funds should be allocated in the community;

(3) Facilitating cooperation and collaboration among service providers and involving government agencies, voluntary groups, local businesses; and

(4) Encouraging the expansion of day care services in the community.

To preclude conflict of interest no member of the Coordinating Councils would cast a vote on any matter which would provide personal financial benefit to that member or otherwise give an appearance of a conflict of interest.

The evidence is in. We need to improve and expand the nation's day care resources to assure a healthy, competent workforce in 2000. More importantly, children deserve safe, developmental care, and this takes on much greater significance as a national priority as more and more of our children are in day care, many for most of their waking hours and days. The Child Welfare League believes that the Act for Better Child Care is the essential framework for fulfilling this responsibility.

We do not have another decade to engage in more research and deliberation. We cannot kid ourselves that we have met the day care challenge by funding little demonstration programs. The day care crisis is upon us. We have no choice. Let's act to pass this critical ABC bill now.

Mr. Kildee [presiding]. Thank you very much.

Just to comment on your last statement there about fighting within the priority system of the budget, you just put your finger on the essence of the struggle in front of us. It is a struggle we can win, because I think children are a very, very high priority. People who have been here before have heard me say this many, many times and I will say it again: Government's prime role is to promote, protect, defend, and enhance human dignity. And our children certainly are an essential in that human dignity.

Ms. Strom. Hear, hear.

Mr. Kildee. They are. You know, I have three children, and I have been blessed in many, many ways in being able to provide them with many of the things that they need for the human dignity. And we as a society have to provide not just the material things for those kids but to give them that chance to develop—I think the bishop uses the term— total personhood. It is a very good expression, "total personhood."

I really commend all of you for your testimony, and we will have some questions now.

Bishop, obviously from the record your church has a very deep commitment to child care. Do your programs have a problem recruiting staff people?

Mr. White. Our staff is paid just about on the average, according to the most recent research, just about on the average of other care providers in the community. And the turnover is really very distressing. To hold the professional quality of caregivers that we need in our centers, we are facing the same problems that other community agencies are facing.

That is very serious when you stop to think about the fact that churches are probably the major organization offering center-based child care in the country. We are serving over 1 million children a year. And their resources are limited, but churches do subsidize those operations by providing space, capital improvements and so forth. But to offer the quality care that we believe is a central part of our mission, it is very difficult financially.

The research shows that some 30 percent of our centers surveyed indicated that is their most serious problems, especially if they can serve low-income youngsters as they all wish that they could do.

Mr. Kildee. It reminds me when I first began teaching, I taught in one of the schools of my own church, and was paid $3,000 a year and lots of prayers. I got way ahead in prayers and behind in money. So, I moved out, too.

So, I know the dilemma you are in. You want to provide these services, and you want to provide as many as possible, but you are limited in your resources.

I really think that that is true throughout the child care system and as you point out, that the turnover is high because very often people can go to McDonald's and do better economically, and that is a problem that we have to address.

I am sorry, I didn't mean to get on my platform. I only have 5 minutes here.

Some people are telling us, and I think some maybe that this is not really the Federal Government's role. Is the State and private sector really responding to the need, from your experience out there, or is there really a need for the Federal Government to get into to try to close this gap?

Ms. **Baker**. Well, I can speak for YWCA's. We can do a certain amount, but we need some help, and with the passage of this bill we able to have the help. And of course, the kind of day care and our problems vary greatly from community to community, and even with the passage of this bill, again our problems will be certainly less, but the degree to which we can solve them again will vary.

But we do need the resources, and this bill can provide what it is that we need.

Mr. **Kildee**. As a continuation of that question, you represent various areas of the country; do we need to have some Federal standards, or should we depend upon State standards that exist out there now?

Ms. Strom.

Ms. **Strom**. I would be glad to answer that. I think we do need Federal standards because, as I said, I think the States are very uneven at this point in both their knowledge and experience in getting standards set up. There are many States struggling with exactly what to do, and I think there has to be a minimal base of standards.

Mr. **Kildee**. Yes, Dr. Goff?

Ms. **Goff**. Mr. Chairman, it is very evident to us that we need State standards. We have tried to establish day care services in many States, and we find that it is difficult to bring it up to par in some States because of the low standards as far as education is concerned. And when we are talking about developing people to be self-sufficient and developing people to be trained, it is critical to start from the very beginning so that when the children go into schools, they can be competitive because we do live in a competitive society.

Mr. **Kildee**. Mr Tauke.

Mr. **Tauke**. Thank you, Mr. Chairman.

Mr. Chairman, I regret that I have so many meetings going on today that I have been in and out of this one. I guess it is a matter of priorities, as they say, and I am trying to place this at the top of the priority list, but there are votes elsewhere.

I just want to take a few moments to comment on this question of priorities because I think we are very much oversimplifying the issue when we suggest that this is just a question of priorities and it is the FAA versus child care or the Pentagon versus child care or various other agencies versus child care.

I don't think that it is the issue at all. First of all, in this Nation today we spend $3.7 billion on child care as a Federal Government just through the Tax Code. The only problem is that a lot of the money goes to those who probably don't need it very much.

But it isn't a matter of being unable to make the commitment for some money, it is a question of the way in which it is delivered. I think that the question, it seems to me, really goes far beyond that. The question is, in large part, a question of the role of the Federal Government. There isn't anybody, if you will permit me to say so, other than the Federal Government who is going to regulate the securities industry, and there isn't anybody other than the

Federal Government who has the power to do anything about the airline industry and ensuring that the planes that fly are safe.

But there are great debates raging in this country about who most properly provides child care. What is the role of the Federal Government versus the State government? What is the role of the State government versus local government? Where do the churches fit in? Where does the family fit in? The debate about this bill centers around those issues.

Why should this bill prohibit any child care services offered in churches, Bishop White, from even receiving any assistance? Why should this bill take that kind of approach? We have had a number of witnesses suggest that churches do a great job, and I think they do. Well, read what the bill says about the role of churches. Why should this bill say that the only people who receive assistance are those who provide child care to their children in centers? Are we suggesting that it is preferable for individuals to put their child in a center than it is to have grandmother take care of the child? Why do we want to give assistance in one instance and not in the other?

Now, there may be good reasons for it. I just want to highlight that those are the kinds of issues that come up in this debate. It isn't just a matter of priorities.

I think it is a matter, too, of what we say to individuals who decide to stay at home and take care of their children. There are many individuals in our society who make the choice to sacrifice economically in order to stay home and take care of their own children, and there is a strong group in this country who says we should not say to them that they are worth less because they do so. And if we are willing to pay someone else to take care of their children, why won't we give them some kind of break if they decide to take care of the children themselves?

We will say to a woman, for example, who is on welfare:

> If you go out and get a job and send your children over to somebody else, we will do more for you in terms of paying for child care than we will if you decide to do that for your own children.

Now, these issues are not easy to grapple with. They are tough issues. I think this bill makes a good stab at it. But to suggest that those who may raise questions about the bill don't share priorities or that this is simply a matter of priorities, in my judgment, really misses the point, does not contribute significantly to the debate, and I think will not help in the formulation of the best possible child care program which addresses all of these very tough issues.

Now, having used all my time to talk rather than to listen, Mr. Chairman, let me just say that I will submit some written questions to the witnesses.

But I just hope that in the course of this discussion and debate, that you will keep an open mind to the various segments of our population that have differing interests and those who want to perhaps provide child care to their children in a way that is different from the center-based care, which is the only care that receives assistance under this particular proposal. I think there is a lot of good ideas in this bill, but it seems to me that there are some things that perhaps could be improved. I hope that we can all work toward that goal.

Ms. **Baker**. May I respond to that? I can't help but do this because I wear two hats. In my other hat I serve as a member of the New York board of education. When I walk in and out of schools and I see literally grandmothers attending high school and I see students going in with babies in their bellies and babies on their backs and taking children to child care and I see people in New York City, huge populations of young people who need child care, who have no choice—they can't make a decision as to whether or not they can stay home, because if they stay home, they sit there and they starve with their children or they sleep on the streets with their children. It is not a matter of choice.

This bill does not provide all the relief that we need in this country. It is only a beginning. And with that beginning, some people can be relieved and maybe at some time in their life they will be able to have a choice or their children will have a choice as to whether or not they can stay home.

Until this country gets to the point that we begin to hook up child care with education and we look at teenage pregnancy and we look at the drug situation and we look at school dropouts and realize it's child care, what happens, as my colleagues here have said, to very young children when they are being cared for either by family or in centers, is that care and that attention that makes the difference as to whether or not that child is going to graduate from high school, and the research is there to prove it.

I say to you it is not just child care. We are talking about the future not just of our children, but our future.

Mr. **Tauke**. I agree with everything you said, but it seems to me that that statement is fine but that doesn't address the real challenges that we face during the course of this debate, which is not whether or not we care about children or whether or not there should be decent child care, but it is all of these other issues that arise. Who has the responsibility to do what, and what form should this care take? Those are questions that need to be addressed as well.

In my mind, for example, if we tripled the Head Start program to deal with some of the problems that you mentioned in some of the areas of our Nation where children really do need some educational assistance before they get into the classroom at the traditional school age, we probably could be doing a great deal of good. Maybe that is the answer for some.

There are going to be different answers for different groups of people, depending on home settings and the communities in which they live and the circumstances in which they find themselves, and we have to be very careful that we don't formulate a program that speaks only to the needs and concerns of one group within the population.

So, I concur with everything that you have said. I think that you have made an eloquent statement. But I hope that we also remember that there are individuals who face much different circumstances.

Ms. **Strom**. May I make a comment?

Mr. **Tauke**. Sure.

Mr. **Kildee**. Yes, Ms. Strom.

Mr. **Tauke**. I would ask for more time for you to make a comment.

Ms. **Strom**. OK. It is really in response to that, because just putting out more Head Start money—and I have been involved with Head Start at one time, and that is money well spent, we know that now—the beauty of this bill, the comprehensive nature of this bill, is that it won't just have an impact on Head Start populations or poor populations. It will set up an infrastructure which will develop a system and support a system of day care.

For instance, the standards, the training and the requests or the issue of each State reviewing their wage system for workers, I mean, I know of a woman I heard about yesterday in Minnesota, a well-off professional woman who had a baby. At 3 months she put her baby into an absolutely expensive day care, infant day care center. In four months that child had four different teachers. She took a leave of absence last week because she has that choice; she doesn't have to work. She is a very well-known professional woman in Minnesota, and she is raising the dickens.

But she really wants to look at what we are paying people, and because, you see, with people with no choice, who leave children in any center they can find, our institutions and our system will be paying for those children for a long time when we can't offer the base care. This bill is really about all children.

Mr. **Tauke**. That is the area in which we have disagreement. I don't think it is for all children, because if you go to the rural communities of Iowa, for example, this bill does nothing because we aren't going to provide day care centers in the rural communities of Iowa. That is not the form in which day care is going to be delivered in those particular communities. It seems to me we should do something to help those parents as well.

So, again, it does a lot of good things. But it doesn't speak to the needs of all of our citizens. And I think that that is one of the questions that we have to grapple with.

Ms. **Strom**. We will fix it.

Mr. **Tauke**. OK. [Laughter.]

Ms. **Strom**. Just give us a year or two. It will just get better. After we get this one funded, then we will fix it up for the next year.

Ms. **Goff**. But I must say that the bill does not eliminate rural communities.

Mr. **Tauke**. No, it doesn't eliminate them. But the problem is that what it does is it biases the benefits toward one form of day care, in my humble opinion. And maybe that is where we have a disagreement. But I think it is biased toward institutionalized day care, which is great for some sectors of our society, but is not great for others. It is biased against church-provided day care, which is what we have in most of the smaller communities of northeast Iowa, and I don't see why assistance should be provided to people in Cedar Rapids who happen to use a facility that is not church-affiliated when the church-affiliated day care center in another community, which is probably the only institution in the community that could provide it, doesn't get that kind of assistance.

There are some things in the bill like that that I think need to be addressed. I don't mean to argue with on you. I have been listening today to all of these endorsements that suggest that this is the answer to all of our prayers. It is a nice start, but it isn't the answer, at least to all of my prayers.

Ms. **Baker**. I think your concern is addressed in this bill because it does, in essence, strengthen family day care. I also want to say to you that there are YWCAs that serve rural communities.

Mr. **White**. I would say a word about the churches.

Mr. **Tauke**. Let me just observe that there is great question whether YWCAs under this bill would be able to provide services.

Ms. **Baker**. Yes, we would, because we are not a religious organization. We are an organization with a Christian purpose, and there is a big difference there.

Mr. **White**. Let me just say a brief word, if I may, Congressman, about the churches.

Mr. **Tauke**. Sure.

Mr. **White**. The NCC, the National Council of Churches, survey demonstrated that 26 percent of our churches receive some Government subsidy for their day care programs. The vast majority do not.

But let me say that it seems to me that if we could, through Federal incentives, create standardized safety standards, training, and professional qualifications, that would assist all of our day care programs. And I would hope that even though the funds of our churches are not limited, that we would not enter the day care business at all unless we could live up to reasonable standards for safety and proper care and adequate care for all those children.

Mr. **Tauke**. Bishop, with all due respect, I don't think that is the issue. The issue is whether any facility that is affiliated with a church or provided in a church is going to be able to receive assistance.

Now, I think that we could all agree that it would be a mistake to say that Medicare patients could not receive assistance if they went to Mercy Hospital or St. Luke's Hospital or any church-affiliated hospital. We would all say that doesn't seem reasonable. But here we are saying—and I hope that this is correct, as the chairman indicated there is an effort under way to deal with the issue—but here we are saying, as we have had a number of witnesses testify, that that kind of situation should not be permitted for children.

Clearly, we don't think that we ought to have substandard care in the churches, but the question is whether churches ought to be able to be involved in this business and receive services under this act.

Mr. **Kildee**. If I may on this.

Mr. **Tauke**. My time is expired, Mr. Chairman.

Mr. **Kildee**. No, I appreciate it.

I think there is no question that my top priority in this bill is to resolve the problem of some of the language in the bill, as drafted now, on churches. I think we are very close to that resolution. We have had the parties involved working very closely on it. I thought indeed that we might have the resolution by today. We are very close to it with the various elements working to formulate improved language with regard to the churches. It is my highest priority to get that delivered.

I don't think, Mr. Tauke, that there is a bias, you know, towards the institutional. We clearly state that this also would be used for family day care providers, and that takes care of a great percentage of the need. We do not want to diminish that role, and the bill very clearly addresses itself to the family day care providers. We went over this time and time again. So, I don't think that it has a bias towards the institutional.

Mr. **Tauke**. Mr. Chairman, we will talk about that at another time.

Mr. **Kildee**. Sure.

Mr. **Tauke**. At a later time I will give you lots of examples of family day care providers that will not be able to receive any assistance, as the bill is currently constructed. Knowing your good intentions, I am sure we will be able to work this out——

Mr. **Kildee**. I am sure we will.

Mr. **Tauke**. With you in a positive way with that aspect of the bill.

Mr. **Kildee**. With the bishop present, he will know what I speak of when I say that no bill written here is written on Mt. Sinai, it is written on Capitol Hill. So, we will always go back to that. Even Moses went up the hill the second time, if I recall. [Laughter.]

Let me ask a question of Dr. Jones.

From your studies in your association, do you have much research data on the effects of quality child care, because there is child care where you can put a kid in front of a TV set and let him or her sit for 4 or 5 hours. Do you have any data on the effects of quality child care?

Mr. **Jones**. I think that is the effect that is the basis for our whole testimony, that when we do have quality child care as measured by the conditions of caregivers having knowledge of normative development, of caregivers being trained in broad child development research and theory, and further, of caregivers having a sensitivity and understanding of the family cultural climate from which the children come and can provide care that is consistent with that and provides a continuance of their development and their home development.

When those conditions exist, the data are consistent that the results are positive, that the outcomes predicted for children are positive, and that at worst, the child is no worse off than in the home environment—that is, there are certainly no negative effects of day care. So, I think our results are quite consistent in support of that.

Mr. **Kildee**. You are probably familiar with the Head Start program and the Ypsilanti studies finding that the money, let alone the human investment, but the fiscal investment in quality early childhood programs and pays off later on down the line with lower welfare costs. These kids are more likely to enter the job market and pay into the treasury rather than draw out of the treasury.

You know, Mr. Tauke always brings up interesting things—and we do work together, by the way, very well. When we reach the floor, we generally have some good bills out there, and he is the ranking Republican member and a very productive member of the committee. But you know, we do have always the age-old debate:

What is the Federal role? Of course, one extreme would be the defense of the country and all, and basically some interstate commerce.

But back in the mid-1930's, I presume we could have said, "Well, let the 48 States develop a social security system, each one their own social security system." But we determined that that wouldn't work, for some reason. It would not have worked at all, I don't think. So, we had a Federal social security system, and I think we are all very thankful for that.

I think one of the arguments why—and I am testifying rather than asking you—but one of the reasons why there needs to be a Federal role here is that the child who does or does not get good child care in Alabama or in Michigan will be working or committing a crime in New York or Oklahoma. We are a very mobile society. The mobility alone indicates that there is a Federal role in this.

So, the debate of what the Federal role is and what actions can best be done by the State, that will continue to go on. But I think that from the mid-1930's we have indicated that in certain social programs the Federal role can set certain standards and because of the mobility of the society, people moving from one State to another, that is probably justified.

Is there anything that anyone wants to add to your testimony? You have been excellent here. Is there any conclusion or any rebuttal of anything that either I or Mr. Tauke has said?

[No response.]

Mr. **Kildee**. I want to thank all of you. You have been very, very helpful to the committee and very helpful as we take this bill and try to push it through the legislative process. Thank you very much.

Mr. **Tauke**. Mr. Chairman, for the record, I want to make it clear that I think there is an important Federal role in providing child care.

Mr. **Kildee**. I know that. I know that. Your record is clear on that. Thank you.

Our next panel will consist of: Nancy Duff Campbell, managing attorney of the National Women's Law Center; Beth Wray, president of the National Federation of Business and Professional Women's Clubs, Inc.; Sarah Harder, president of the American Association of University Women; Barbara J. Reisman, executive director of the Child Care Action Campaign; and E. Robert Goodkind, chairman of the Family Policy Task Force of the American Jewish Committee.

All right, Ms. Campbell, you may start.

STATEMENT OF NANCY DUFF CAMPBELL, MANAGING ATTORNEY, NATIONAL WOMEN'S LAW CENTER, ACCOMPANIED BY BETH WRAY, PRESIDENT, NATIONAL FEDERATION OF BUSINESS AND PROFESSIONAL WOMEN'S CLUBS, INC.; SARAH HARDER, PRESIDENT, AMERICAN ASSOCIATION OF UNIVERSITY WOMEN; BARBARA J. REISMAN, EXECUTIVE DIRECTOR, CHILD CARE ACTION CAMPAIGN; AND E. ROBERT GOODKIND, CHAIRMAN, FAMILY POLICY TASK FORCE, THE AMERICAN JEWISH COMMITTEE

Ms. CAMPBELL. Thank you, Mr. Chairman.

I would like to begin by saying that I am very pleased to be here today to testify and to thank you and the other cosponsors of the bill for their effort in introducing this legislation and in holding these hearings today and to thank the members of the committee who are not yet cosponsors of the bill for trying to become better informed about the bill and, hopefully, to support it in the end.

My testimony today is not only on behalf of the National Women's Law Center but on behalf of 26 other national groups who are listed on the testimony. I will not read the group names because that would take my entire five minutes, nor will I read the testimony. But I just want to make a few points that are also included in the testimony.

My focus today will be on why we need the approach that is embodied in the ABC bill as compared to the approach that is embodied in the bill introduced by Nancy Johnson two days ago and is cosponsored by Senator Orrin Hatch.

What we need, as many people have said today, is:

One, an infusion of resources from the Federal level into our child care system;

Two, the development of an infrastructure. As you just said, Mr. Chairman, when we compare the situation in 1935 and how family welfare programs were then being handled by the States and why we thought at that time we needed a Federal role, both in terms of Social Security, in terms of public assistance programs, later in terms of food stamp programs, Medicaid. There is a whole history of efforts where at a certain point in time the Federal Government has recognized that it is time to give support and help to State efforts in this area. That is where we are right now in child care. So, we need that infrastructure.

At the same time, as Mr. Tauke has said, we need State flexibility, and we need to make room for State development, and we need States to understand that their role is respected and that we want to encourage and to support the diversity of care that is out there now. I think that the ABC bill is an attempt to do just that: give the money to provide the infrastructure and at the same time to maintain and encourage greater State flexibility and experimentation in particular areas.

So, why is the ABC bill preferable to the bill introduced by Representative Johnson? First and foremost, it infuses more money into the system. It recognizes that $250 million in Federal funding, as the Johnson bill proposes, is just not enough. It gives far more than that to the provision of direct services to help low-income children and it recognizes that you cannot take a smaller amount of money and spread it over both the provision of direct services and all the other fine child care efforts that she wants to aid under her bill.

We all agree that homeless children need help, that sick children need help, that low-income children need help. But you can't fund all of those efforts with $250 million in Federal child care money and do anything more than a drop in the bucket. We know that California in 1987 spent about $300 million just in California and only served seven percent of the eligible population.

So, to the extent that I can emphasize as much as possible that we need more Federal dollars, I will do so. And to the extent that that, Mr. Tauke, is a priority issue, I think that it is.

Obviously, there are other issues: What should the infrastructure look like, and what are the kinds of resources that should be supported within a State?

The standards is another point of departure in the two bills. Probably that is where the biggest point of departure is. I am very pleased to see that in the Johnson bill there is a requirement that States establish licensing and accreditation standards.

There is a recognition in that effort that we must have standards. The problem is that we need minimum Federal standards, as others have said. Why do we need that? Why can't we leave it to the States? We cannot because the States are not doing it sufficiently. We have 31 States that do not regulate group size. You could have one provider for 15 children. That is too many. It is like 1935 and the social welfare system.

The other problem is, as I read Mrs. Johnson's bill—and I must emphasize, as I do in the testimony, that my reading is based on a summary because there is no legislative language yet—she would exempt for two years underground child care providers from regulation, requiring them only to register. We can't wait another two years. So, that is a major problem with her bill.

I have limited my remarks really to addressing the primary differences: the amount of money and the standards issue. There are other differences. She proposes other efforts having to do with the tax code, some of which we support but which are not under the jurisdiction of this committee.

But the main points are that it is not enough money, and it is not enough recognition of the minimum Federal role. ABC both recognizes those two and gives States flexibility. Again, in response to Mr. Tauke's point, if the State wants to fund rural child care or family day care, it can do that under the ABC bill. Where the money goes is left, in large part, to the States. And that is a very important part of the bill.

Thank you, Mr. Chairman.

[The prepared statement of Nancy Duff Campbell follows:]

NATIONAL WOMEN'S LAW CENTER

Statement of

NATIONAL WOMEN'S LAW CENTER; AMERICANS FOR DEMOCRATIC ACTION; B'NAI B'RITH WOMEN; CENTER FOR LAW AND SOCIAL POLICY; CENTER FOR WOMEN POLICY STUDIES; CHILDREN'S FOUNDATION; FEDERALLY EMPLOYED WOMEN; MEXICAN AMERICAN WOMEN'S NATIONAL ASSOCIATION; NATIONAL ASSOCIATION OF BLACK WOMEN ATTORNEYS; NATIONAL ASSOCIATION OF SOCIAL WORKERS; NATIONAL WOMEN'S CONFERENCE COMMITTEE; NATIONAL WOMAN'S PARTY; NATIONAL WOMEN'S POLITICAL CAUCUS; NATIONAL URBAN LEAGUE; NOW LEGAL DEFENSE AND EDUCATION FUND; PARENTS WITHOUT PARTNERS; RELIGIOUS NETWORK FOR EQUALITY FOR WOMEN; UNITARIAN UNIVERSALIST ASSOCIATION OF CHURCHES OF NORTH AMERICA; WIDER OPPORTUNITIES FOR WOMEN; WOMEN IN COMMUNICATIONS; WOMEN'S DIVISION, GENERAL BOARD OF GLOBAL MINISTRIES OF THE UNITED METHODIST CHURCH; WOMEN'S EQUITY ACTION LEAGUE; WOMEN OF COLOR CAUCUS, NEW ALLIANCE PARTY; WOMEN'S LEGAL DEFENSE FUND; WOMEN'S TECHNICAL ASSISTANCE PROJECT; YWCA OF THE USA, NATIONAL BOARD

Presented by

NANCY DUFF CAMPBELL
MANAGING ATTORNEY
NATIONAL WOMEN'S LAW CENTER

on

THE ACT FOR BETTER CHILD CARE SERVICES
H.R. 3660

Before the

SUBCOMMITTEE ON HUMAN RESOURCES
COMMITTEE ON EDUCATION AND LABOR
U.S. HOUSE OF REPRESENTATIVES

FEBRUARY 25, 1988

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Mr. Chairman and members of the Subcommittee, the National Women's Law Center is a national legal organization that has been working for over fifteen years to protect and advance women's legal rights. We are pleased to have this opportunity to testify on the Act for Better Child Care Services (HR 3660), which provides the infrastructure and funding needed to begin to address our national child care crisis. The organizations on whose behalf we offer this testimony believe that nothing less than the comprehensive approach embodied in this legislation will provide meaningful assistance to the millions of families who are so in need of help in meeting their child care needs.

The need to improve the quality of, and access to, affordable child care is a critical concern for women, on whom the responsibility for arranging or providing care usually falls. The labor force participation of mothers has more than tripled in the recent decades. Currently over 70 percent of mothers of school-age children are in the paid labor force, as are 60 percent of mothers with preschool children and 51 percent of mothers with a child under the age of three -- and these numbers are expected to increase. The result has been and will continue to be a dramatic increase in the number of children in need of child care.

Mothers are in the workforce because of economic necessity. Nearly two-thirds of all women in the labor force are single, divorced, separated, widowed or have husbands whose annual earnings are less than $15,000.

In particular, the past two decades have seen a dramatic rise in the number of single-parent families, the overwhelming majority of which are headed by women. Indeed, the number of female-headed families nearly doubled between 1970 and 1986, with the result that today more than 10 million families are maintained by women alone. Despite high labor force participation rates -- over 62 percent compared to 55 percent for married women -- the median income for female-headed families is only $13,647. Moreover, although female-headed families make up only 16 percent of the total number of families nationwide, they are over half of the seven million families in poverty.

Married women, too, are in the workforce out of a need to contribute to their family's income, on average providing 18 to 30 percent and often making the difference between household income that is above rather than below the poverty line. Between 1973 and 1984, the average income of a two-parent family with children dropped 3.1 percent; without women's economic contribution, that decrease would have been three times greater

(9.5 percent). Indeed, poverty was 35 percent lower in 1984 than it would have been had married women not worked.

Women who work outside the home to provide financial support for themselves and their families often have great difficulty finding adequate, affordable care for their children. The majority of working mothers are concentrated in low-paying jobs. In 1985, for example, 45 percent of working mothers of newborn children held clerical or sales jobs, 31 percent held blue collar service jobs, and only 24 percent held higher-paying professional or managerial jobs. Moreover, the average cost of child care is high -- approximately $3,000 per child, per year. For a single woman working full time at minimum wage, this amount is over 40 percent of her annual income. It is over 10 percent of the median family income. And even for higher-earning, two-parent families, the cost of child care is significant: after shelter, food and taxes it is a working family's highest expense.

Yet, child care is key to women's ability to work and to work productively. There are many women who are either unemployed or underemployed due to a lack of child care. This is particularly true for low-income women. According to the U.S. General Accounting Office, about 60 percent of AFDC work program respondents were prevented from participating in work programs because of lack of child care. Almost 35 percent of women working or looking for part-time positions said they would prefer longer hours if child care were available, according to the National Association of Working Women. A 1982 Census Bureau survey reflects the same result: 36 percent of mothers in families with incomes under $15,000 a year said they would look for work if child care were available at reasonable cost.

Moreover, concerns about the dependability and safety of child care services affects the productivity of women who are employed. A Fortune magazine study of 400 parents revealed child care dissatisfaction as the most reliable predictor of absenteeism and unproductive work time. A study of 5,000 workers at five midwestern corporations showed that 58 percent of the women with young children felt their child care concerns had a negative impact on their work.

We cannot continue to ignore the current child care crisis that is threatening the well-being of so many American families. Despite family expenditures of over $11 billion annually in child care, there are only about three million providers for over 23 million children. When adjusted for inflation, there has been an over 50 percent drop in the past decade in federal Title XX spending for child care. Even states that have added to their budgets for child care cannot serve the many families that need care -- Florida, for example, served 40 percent more children in 1987 than 1981, but has a waiting list of nearly 30,000 children, which is growing daily. The result is that nationwide one out of every 10 children age five and under is left unattended part of each day while adults in their household work outside the home.

The national crisis in child care is not a simple problem of too many children and too few facilities; it is a complex problem that requires a comprehensive solution. The Act for Better Child Care Services is a first step towards that solution. Its comprehensive approach establishes a basic framework for making child care more affordable for low- and moderate-income families, for improving the quality of care for all families, and for increasing the supply of care available to all families. Other, more limited, approaches are an insufficient response to the current child care crisis. A brief discussion of the Act for Better Child Care Services, especially in contrast to the alternative approach embodied in the Child Care Services Improvement Act introduced by Representative Johnson just two days ago[1], will illustrate the advantages of ABC's comprehensive approach.

Most significantly, the Act for Better Child Care Services commits the overwhelming majority of the federal funding it authorizes to the direct provision of child care services. Seventy-five percent of the total funding is devoted to providing child care services to families whose income does not exceed 115 percent of state median income, adjusted for family size. States would decide whether to provide the assistance through contracts with child care providers or certificates given to parents. In either event, the amount of subsidy a family received would be based on a sliding fee scale designed by the state, and the assistance would be available not only to employed parents and parents looking for employment, but also to parents in school or training.

This infusion of over $1.8 billion in federal funding and $375 million in matching state funding to help low- and moderate-income families pay for child care is in stark contrast to the $250 million in federal funding authorized under the Child Care Services Improvement Act as a block grant, with a 20 percent state match ($50,000), to support a variety of efforts -- including costs for employer-sponsored care, temporary care for sick children, training for providers, expansion of existing part-day programs, programs to serve homeless children, programs that provide linkages with programs for the elderly, and start-up or renovation costs for child care centers, as well as certificates or scholarships to help low-income families pay for child care.[3] In FY 1987 California alone spent approximately $300 million to help low-income families pay for child care and served only seven percent of the eligible children in the state. The Child Care Services Improvement Act does not assure even $300 million in funding for the direct provision of child care. Clearly the Act for Better Child Care Services is a more direct response to the need for more affordable child care.

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[1] The analysis of Representative Johnson's bill contained in this testimony is based on a section-by-section summary of the bill provided by her office; the full text of her bill was not available at the time this testimony was written. The analysis is limited to those sections of the bill over which the Committee on Education and Labor has jurisdiction.

In addition to the increase in the supply of affordable child care for low- and moderate-income families that will flow from ABC's subsidy of direct services, the Act increases the supply of child care in other ways as well. The Act contains an express set-aside of funding to enable part-day programs that serve low- and moderate-income families -- such as Head Start programs, preschool programs for handicapped children, Chapter I preschool programs and preschool programs receiving state/local aid -- to extend their hours of operation and provide full-day child care services throughout the year. In addition, in recognition of the particular need to expand the number of providers caring for children in their homes, the Act provides funding expressly for the recruitment and training of new family day care providers. Finally, it requires states to provide grants and low-interest loans for the start-up and expansion of both child care centers and family day care homes. In contrast, The Child Care Services Improvement Act contains no earmarked funding to enable part-day programs to move to full-day or to recruit, train or provide start-up funding for new providers or programs -- all such initiatives must be funded from the overall $250 million authorized.

Beyond increasing the supply of affordable child care, the Act for Better Child Care Services recognizes the desperate need for a comprehensive approach to improving the quality of care provided to children. Up to 15 percent of the funding authorized is earmarked to help states improve the quality and availability of child care services.

First, specific measures are mandated that will ensure that children receive a minimally-acceptable level of care. A national advisory committee will be established to develop minimum federal standards of protection that will apply to all child care programs. Child/staff ratios and group size standards will be based on the median standards currently used by the states, to ensure that reasonable and achievable goals are established. Health and safety requirements, caregiver qualifications, and parental involvement requirements will be determined by the advisory committee pursuant to a public review process. In addition to these minimum federal requirements, providers receiving federal financial assistance will be required to be licensed or meet specified regulatory standards established by the state. Funds will be available to improve state monitoring of compliance with, and enforcement of, state licensing and regulatory requirements, and to help providers meet federal, state and local requirements. States will have five years to meet the federal standards and when they meet these standards, and the enforcement provisions, their required funding match will drop from 20 to 15 percent. In short, the Act goes beyond simply identifying the need to improve the quality of child care; it provides a process for arriving at both national and state minimally-acceptable levels of care, as well as the funding to ensure that these minimums are implemented within a reasonable period of time.

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[3] In addition, the Child Care Services Improvement Act provides that state administrative costs of up to 10 percent are included in the $250 million; in contrast, ABC separately provides 10 percent of its total funding for administrative costs, so that necessary administrative expenditures do not deplete the funding for expenditures on services.

Second, the Act seeks to improve the quality of child care by requiring providers to take part in at least 15 hours of training annually, requiring states to offer training and technical assistance to providers, and authorizing funding to carry out this training. The training will address the provision of services to special populations of children, such as disabled children; health and safety issues, such as first-aid techniques, recognition of communicable diseases, child abuse detection and prevention; child growth and development; guidance and discipline techniques; linkages with community services and communication with families.

Third, the Act seeks to improve the quality of child care by providing funding to ensure adequate salaries and compensation for child care providers. In addition, the Act requires that child care services assisted by the Act be reimbursed at not less than the market rate for such care in the geographic area within the state in which care is being provided, including the additional costs of services to special populations of children such as infants or handicapped children.

All of these provisions are critical to improving the quality of child care. With respect to standards, minimum federal standards are essential because state child care standards vary so widely. For example, although research indicates that group size is the key to learning, health and safety, 31 states do not regulate group size for preschool-age children and 25 states do not regulate group size for infants. Twenty-nine states do not guarantee unlimited parental access to child care centers, and 35 states do not guarantee such access to family day homes. Indeed, since 1981 when federal child care standards were eliminated entirely (after their implementation had already been delayed for several years), several states have abandoned or reduced significantly their standards for the provision of care. A study of abuse and neglect in North Carolina day care programs found that child care centers that met lower standards were five times as likely to have serious complaints as programs that met higher standards. Complaints against unregistered family day care homes were three times as likely to be severe as those against registered homes.

Similarly, the need for staff training is critical. In 22 states no specialized teacher training is required for day care center workers and in seven states no training of any kind is required. In 42 states no training is required for family day care providers. The Act for Better Child Care Services takes a modest first step toward increasing the training requirements for providers.

Finally, child care workers are grossly underpaid. In 1984, 90 percent of private household child care workers and 58 percent of all other child care workers earned less than poverty-level wages. Child care providers are paid less per hour than animal caretakers, bartenders or parking and amusement park attendants. These depressed wages contribute to the high turnover rate among child care professionals -- 42 percent annually in child care centers and 67 percent annually in family care homes. To attract qualified and dependable caregivers for children, providers must be offered a respectable wage. The Act's authorization of funding to raise wages, and requirement that child care be paid for at the market rate is an important component of ensuring quality care.

The results of poor quality child care are all too familiar: Anthony and Maurice Grant burned to death in a clothes dryer when their mother was forced to choose between leaving them alone for the day or losing her job; Jessica McClure fell down a well because there was one caregiver for nine small children at an unlicensed family day care center; Ashley Snead, a ten-month old baby, was poisoned while in the care of her home day care provider who gave her a prescription drug to keep her subdued.

In contrast to the Act for Better Child Care Services' approach to ensuring quality care, the Child Care Services Improvement Act requires merely that states adopt their own licensing or accreditation standards. More significantly, however, the Child Care Services Improvement Act permits "underground child care providers" to "register with the state and work toward licensing requirements" for a two-year period, thus exempting from meaningful regulation a large category of providers. Moreover, although the Child Care Services Improvement Act authorizes a $25 million revolving loan fund to help family day care providers make capital improvements necessary to become licensed or accredited, this fund is way too low in amount, and few family day care providers are able to repay loans easily. The result is that in many states inadequate standards would be maintained, and an insignificant number of additional providers would be able to meet even these standards. Finally, the Child Care Services Improvement Act fails to provide targeted financial assistance for provider training, and seemingly ignores the need to raise provider wages, two critical components of the effort to improve the quality of care.

The Act for Better Child Care Services includes specific provisions to help states coordinate services, to assure that the new federal and state resources authorized are used most efficiently to increase the affordability and availability of child care services. For example, funds are made available for the development of resource and referral networks to link parents with child care services. Resource and referral agencies help parents choose a child care environment that best suits their individual needs and budget. In contrast, although the Child Care Services Improvement Act requires states to coordinate programs that the Act funds with other child care services available in the state, it provides no funding for resource and referral programs, except as part of the overall $250 million authorized. The result is that already-financially-strapped referral programs would have to serve a larger number of child care programs.

Other coordination efforts that are missing entirely from the Child Care Services Improvement Act, but a part of the Act for Better Child Care Services, include the requirement that states establish interagency committees of all state agencies responsible for child care to minimize duplication of services and resources,[9] and the requirement that states develop a statewide child care plan in conjunction with their interagency committee and the public. These provisions should facilitate implementation of the Act's provisions, as well as improve child care administration in the states generally.

Finally, although the block grant approach of the Child Care Services Improvement Act has been widely touted by its proponents, an essential feature of the Act for Better Child Care Services is the flexibility it provides to states to design their own programs. Moreover, in contrast to the Child Care Services Improvement Act, ABC provides the basic infrastructure for providing quality child care at the same time that it allows each state to decide how much to invest in each area. It supports all forms of child care and recognizes a parent's right to choose the most appropriate child care environment. Child care centers, family day care providers, group care providers, schools, handicapped-children and infant-care programs all receive funding under the Act. Infants, preschool and school-age children may benefit from the federal assistance. Funds may be directed to the form of child care that best serves the needs of the state and its population.

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[9] The Child Care Services Improvement Act requires the development of a state advisory council, but its coordination duties are limited to advising the governor on the use of funds available to the state under the Act.

If passed, the Act for Better Child Care Services would be the first step in building a quality child care system. Most Americans understand the need for this kind of cost-effective investment in child care. According to a recent Harris poll, 73 percent of those interviewed were willing to increase their taxes to pay for child care; according to an ABC News/Washington Post poll, 57 percent of those interviewed said the government should take a larger role in child care. Although $2.5 billion is substantial funding, it is only a beginning step in meeting the vast need for child care for low- and moderate-income families in this country. But it is a step that must be taken now.

Mr. **Kildee**. Thank you.

Ms. Wray.

Ms. **Wray**. Mr. Kildee and members of the committee, I am Beth Wray, president of the National Federation of Business and Professional Women, BPW/USA, and I certainly want to thank you for giving our organization the opportunity to present testimony in support of the Act for Better Child Care Services.

To meet the challenge of providing affordable and accessible child care, we must form a partnership of efforts. Through its work both nationally and on a grassroots level, BPW has been working to create partnerships between business and Government as well as through private initiatives to create solutions that address these needs.

However, a national vision is required to confront an issue that is national in scope. ABC provides the critical national direction and commitment to address the child care needs of America's working women and men. We look toward the members of this committee and Congress as a whole to offer solutions that will assist in molding a bright future for our most precious resource; that being our children.

BPW/USA has worked since 1919 to ensure that the American working woman has a strong public policy voice not only at the local but also at the State and national level. While promoting women's role in the work force, our organization, through our 125,000 members, has worked to help business to adapt to the changing roles of women in the workplace.

As business women, the members of BPW face the bottom line every day: our family's economic well-being. We regard quality and affordable child care as part of that bottom line. Our lives are many-faceted. We are business women, working mothers, and committed volunteers.

In an acknowledgement that child care is part of its bottom line, business has initiated important steps that address this problem. The number of child care services made available by employers for employees has risen by 400 percent in the past 5 years. Approximately 3,000 employers now offer child care-related programs. These programs have taken the form of onsite day care, resource and referral services, or financial assistance programs.

However, there are 6 million major employers in America, 44,000 of which have 100 employees or more. Based on these facts, it becomes obvious that the gap between needed services and those that currently exist cannot be filled by business alone.

Working women, in particular, have been expected to fill in the gaps created by the lack of available child care services. In reality, the typical American family consisting of a working father, homemaking mother, and two children only represents 3.7 percent of the entire U.S. population. Additionally, the number of single-parent households has been increasing rapidly. In 1970, 2.8 million women headed households with children under 18, and by 1986 that number had risen to 6.1 million women.

As reported in the Department of Labor study, "Work Force 2000," the trend of increased work force participation by women is here to stay. By 1995, two-thirds of all preschool children and four of five school-age children are expected to have mothers in the workplace. Women have become an integral part of our labor force and contribute significantly to family income.

Women work for the very same reasons that men work: to support themselves and their families. It is becoming more obvious to business that providing child care assistance is good business.

In 1985, Cheryl Smith, a BPW member and business owner, saw the need for child care within her own company in Olathe, Kansas. Ms. Smith began to recognize that her employees were being adversely affected by problems associated with the lack of good day care—employee stress, tardiness, absenteeism—and determined to find a solution, she formed Corporate Kids. Corporate Kids works with corporations, with labor unions, and employers to create onsite or near-site day care centers. Although Ms. Smith has found the ideal-size company for such service to have 250 employees, she has created a day care plan for a real estate firm with only 36 employees.

This BPW member and business woman is convinced that more businesses are seeing their profits being adversely affected by employees unable to find good child care. She also sees that Governmental commitment can be the critical stimulus for increased private initiatives.

BPW has experienced the child care crisis not only from the business perspective, but as working mothers. Our members have been generous in volunteering their time and talents to create innovative solutions. I would like to offer just a couple of examples.

The Farmington and Flat River, Missouri, BPW's joined forces to create affordable and reliable day care at the Mineral Area College for children of students and faculty. The Missouri State counselor, a member of BPW's council on the future of women in the workplace, spent two years lobbying Hallmark Cards to offer onsite day care. Due to her input and that of others, Hallmark now provides leased day care space.

These efforts represent a willingness on the part of the private sector to contribute its energy in addressing day care needs. However, these efforts alone cannot address all our day care needs. For those who say can we afford this bill, I would have to say can we not afford this bill?

Middle-income families spend 9 to 11 percent of their incomes on child care. Low-income families can spend as much as 20 to 26 percent of their incomes. Using the average cost of $3,000 per year, a single female parent earning the average annual wage of $6,400 would have to spend 47 percent of her family's income in order to provide day care for just one child.

As an organization devoted to advancing women's economic rights, as business women who face the bottom line every day and as women experiencing the need for child care, we support this legislation.

We need legislation that will help our children grow and thrive. In a time of increasing budget deficits, implementing this legislation will require leadership and commitment. However, any realistic cost-benefit analysis will show tremendous benefits in productivity in a work force that does not suffer from the debilitating effects of inadequate and unreliable child care.

Through the leadership and commitment of this Congress, we can take a major step in the right direction. We look forward to working with each of you and with this committee to speed the process on this legislation. Thank you very much.

[The prepared statement of Beth Wray follows:]

STATEMENT BY BPW/USA
THE NATIONAL FEDERATION OF
BUSINESS AND PROFESSIONAL WOMEN'S CLUBS

TO

THE EDUCATION AND LABOR SUBCOMMITTEE ON HUMAN RESOURCES
UNITED STATES HOUSE OF REPRESENTATIVES
FEBRUARY 25, 1988

My name is Beth Wray. I am the President of the National Federation of Business and Professional Women's Clubs, Inc. (BPW/USA). Mr. Chairman, members of the Committee, I want to thank you for giving BPW/USA the opportunity to present testimony to this Committee supporting legislation that is designed to improve the accessibility, affordability, and quality of child care so desperately needed by millions of America's working parents. The Act for Better Child Care (ABC) would also show the American worker that the federal government is willing to "put its money where its mouth is" by adopting a federally guided child care initiative. We wish to than Rep. Kildee for providing his leadership on this legislation and for being the chief sponsor of ABC.

BPW/USA is the oldest and largest advocacy organization in America for working women. We have worked since 1919 to ensure that the working women of America have a strong public policy voice at the local, state and national level. Additionally, BPW has worked to ensure access and opportunity for women in the workplace and to help women strive for economic self-sufficiency, equity in pay and access to capital. Through the work of our Foundation, we provide scholarships, research grants and business loans to women so that educational opportunities translate into economic opportunities. In that effort, we have learned that through attaining a degree, a woman can triple her income for the benefit of herself and her family. While promoting women's role in the workforce, BPW has worked to help business to adapt to the changing roles of women and the resulting social and economic needs.

BPW is 125,000 working women from across America and a number of men as well. Our members are business people and professionals, and range from corporate vice-presidents to entrepreneurs who are the business. The Department of Labor has recognized in its study Workforce 2000 that by the year 2000, 61 percent of all women of working age are expected to have jobs. The study calls for our economy to reconcile the demands of women, work and families when it states:

> What is needed is a thoroughgoing reform of the institutions and policies that govern the workplace, to insure that women can participate fully in the economy, and that men and women have the time and resources needed to invest in their children...the need for high-quality day care has not yet been fully addressed. Government and private mechanisms to provide for the care of the children of working parents need further development.1

As mothers of children, our members have learned the lessons of balancing their family responsibilities with their responsibilities to their professions. One of those lessons learned is that there has been little federal leadership or commitment thus far in the area of child care.

At our national convention each July, BPW members decide the issues to focus on in the year ahead. This year's "focus issues" include the recognition that women in America today must work to fill many roles -- spouse, mother, daughter, employee. Women's

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1 U.S. Department of Labor. Workforce 2000 Work and Workers for the 21st Century. Washington, D.C.: Government Printing Office, 1987, p. xxv.

expected role in American society and the economic realities they face daily have given them a unique perspective on the issue of child care.

America's families are faced with a tremendous challenge. Working women, in particular, have been expected to fill in the gaps created by the lack of available child care services. Most women are no longer able to limit their careers to homemaking. In reality most American families no longer consist of a mother who stays home to care for the children while her spouse is at work. As of March 1987, the "typical" family consisting of a two parents and two children accounted for only 3.7 percent of the entire population.2 Additionally, the number of female-headed families (90% of all single-parent families) has increased by 91% between 1970 and 1980 and another 10% from 1980-1985.3

As reported in the Department of Labor study, Workforce 2000, the trend of increased workforce participation by women is here to stay. Women accounted for 44% of the civilian labor force in 1985.4 As of March 1987, 52% of women with children age one or younger were employed, an increase of 32% from 1977.5 By 1995, 2/3 of all preschool children will have mothers in the

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2 U.S. Bureau of Labor Statistics, News (USDL 87-345), August 12, 1987.

3 CCSSO Resource Center on Educational Equity, "Changing Family Structure," Concerns XXII, September 1987, p.2.

4 U.S. Department of Labor Women's Bureau, 20 Facts on Women Workers, Fact Sheet No. 86-1, Washington, D.C., 1986.

5 Congressional Caucus for Women's Issues, "Child Care," Update, November 30, 1987, p. 12.

work force and 4 out of 5 school-age children will have working mothers.6

Women have become an integral part of our labor force and contribute significantly to family income. Women work for the same reasons that men work -- to support themselves and their families. Two out of three women working outside of the home now provide the sole or critical support for their families.7 The median average annual income in 1986 for families where both wife and husband brought home pay checks was $38,346. That income dropped to $26,803 when only the husband was in the laborforce.8

While record numbers of women enter the workforce, the facilities to care for their children lag far behind the need. According to a recent study by the Department of Labor, approximately 11% of all but the smallest employers (under 10 employees) provide some kind of child care service or benefit for workers. The study found that of the polled employers, only 2% sponsored day care centers for their workers' children. Another 3% offered financial help to be used for child care. Referral and information assistance was offered by 5% of the employers surveyed.9

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[6] Child Care: The Time Is Now, Washington, D.C.: Children's Defense Fund, 1987, p. 3.

[7] Congressional Caucus for Women's Issues, Update, November 30, 1987, p. 12.

[8] U.S. Department of Labor Women's Bureau, 20 Facts on Women Workers, Fact Sheet No. 86-1, Washington, D.C., 1986.

[9] "Child-Care Plans Provided by 11% of Surveyed Firms," The Wall Street Journal, January 15, 1988.

When you look at the actual numbers of businesses offering some form of child care assistance, it becomes obvious that the gap between needed services and those that currently exist cannot be filled by business alone. An October 1987 article from Savvy magazine reported that about 3,000 employers currently offer some form of child care assistance to their employees in the form of on-site day care, information and referral service or financial assistance programs. However, it also reported that there are 6 million major employers in America, 44,000 of which have 100 employees or more.10

It is to business' credit that the number of child care programs for its employees has risen by 400% in the past five years.11 But the number of available programs is not nearly enough. The federal government has also begun to recognize this need. In October of 1987, the General Services Administration (GSA) announced the appointment of Barbara Leonard as the Director of Child Care Services for Government Agencies. Ms. Leonard's appointment makes her the first high-level federal official responsible for creating more child care facilities at government agencies. GSA Administrator Terence Golden was reported as calling this effort a "total commitment" and said, "GSA is assuming responsibility for getting child care centers in

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10 Ellen Wojahn, "Who's Minding the Kids?", Savvy, October 1987, p. 16.

11 Ibid.

government."[12] Additionally, Labor Secretary Ann Dore McLaughlin has named a department child care task force to enhance cooperation among employers, workers, unions and government. She has been reported as saying that child care will become one of the "front-burner" issues of the decade.[13] However, fees for child care services currently available through federal agencies are often high the number of available slots is inadequate.

Business trends indicate an increase in employer provided child care benefits. It is becoming obvious that many businesses recognize that providing child care assistance is good business. In markets where the labor pool is at a premium, such as metropolitan Washington D.C., employers have looked for innovative ways to attract employees. One such innovation has been to include child care assistance in employee benefit packages. Such benefits may consist of on-site day care facilities, voucher systems, providing information on available child care options and flexible benefits and hours.[14]

In 1985, Cheryl Smith, a BPW member and business owner, saw the need within her own company in Olathe, Kansas to provide day care for her employees. After recognizing that her employees were being adversely affected by problems with finding good day care, Ms. Smith formed Corporate Kids. Corporate Kids works with corporations, labor unions, and employers to create on-site or near-site day care centers. Working with both medium to small companies, Corporate Kids provides needs assessments, designs program, and will even provide management for the center. Although Ms. Smith has found the company with 250 employees the ideal size to work with, she has created a day care plan for a real estate firm with only 36 employees.

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[12] "GSA Names First Federal Official to Create Day Care Centers," The Washington Post, October 29, 1987.

[13] "Child Care Plans Provided by 11% of Surveyed Firms," The Wall Street Journal, January 15, 1988.

[14] "Meshing Business and Child's Play," The Washington Post, September 28, 1987.

Ms. Smith sees business' bottom line adversely affected by stress, absenteeism and tardiness of employees caused by lack of day care services. In Ms. Smith's own state, Kansas, the legislature has recognized the importance of addressing the child care needs of welfare mothers. A new workfare program, KanWork, will be introduced and include financial support for day care. Ms. Smith sees such initiatives as very positive. "If government agencies take a leading position [in the area of day care] then private industries will follow."

The trend is positive, but business alone cannot be expected to keep pace with the pressing need for affordable, quality child care. The Act for Better Child Care will begin to fill in the gaps. This bill, if adopted, will provide states with new federal funds that will help improve the availability, affordability and quality of child care. As Rep. Olympia Snowe (R-Maine) said when this bill was introduced on November 19, 1987, "By developing standards of care, increasing the supply of care, and helping lower-income families afford care, this bill takes a first step in providing a national solution to a national problem."15

For those who may say, "Can we afford this bill?" I say, "Can we not afford this bill?" We know that many of America's parents are hard pressed to not only find available day care, but to pay for it. Out-of-home costs for one child can range from $1,500 to $10,000 a year, with the annual average cost being $3,000. Middle income families spend from 9 to 11 percent of their annual incomes on child care. Child care can cost low-income families as much as 20 to 26 percent of their incomes. A single female parent earning the average annual wage ($6,400) is most likely to find it impossible to provide her children with day care. The average cost of $3,000 a year would represent 47% of her family's income.16 According to the Bureau of Labor Statistics 1/2 of all working women earn under $10,000 and a full 80% earn under $20,000. Given these statistics, it becomes evident that the ability to provide child care while trying to survive economically is, at best, difficult.

Many other BPW members have been active in their communities working to fill in gaps created by the lack of affordable, quality child care. The Farmington and Flat River, Missouri BPWs joined forces in 1985 to start a day care center at the Mineral Area College providing day care for children of students and

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15 Congressional Caucus for Women's Issues, "ABC Bill on Fast Track," Update, November 30, 1987, p. 1.

16 Ibid., p. 12-13.

faculty. The program allows women to train for job skills while their children are cared for by child care professionals at reasonable costs. Additionally, the Tucson, Arizona BPW has compiled and made available to the public a guide to day care in Pima County. The Missouri state councilor, a member of BPW's National Council on the Future of Women in the Workplace, spent two years asking Hallmark Cards to offer on-site day care. Due to her input and along with others, Hallmark now provides leased day care space.

BPW is proud of these efforts. These efforts represent a willingness on the part of the private sector to contribute its energy in addressing day care needs. However, these efforts alone cannot address all our day care needs.

As an organization devoted to advancing women's economic rights, as business women who every day face the need for child care, and as women, we support this legislation. American families, businesses both large and small, can live with and prosper with this legislation. We need legislation that will help our children grow and thrive. In a time of increasing budget deficits, implementing this legislation require leadership and commitment. However, any realistic cost benefit analysis will show tremendous benefits in productivity in a work force that does not suffer from the debilitating effects of inadequate and unreliable child care.

Without national leadership that recognizes the need for such legislation, the future of the American family and productivity in the American workplace will suffer. We look forward to working with each of you and with this Committee to speed the progress of this legislation.

Mr. **Kildee**. Thank you very much.

Ms. Harder.

Ms. **Harder**. Thank you, Mr. Kildee. I am Sarah Harder, president of the American Association of University Women, which has 150,000 members and 1,900 branches. For 107 years we have been working for equity for women, education and positive societal change. My testimony is grounded in my own experience, returning to college to finish my degrees in the early 1960's as a single parent of two preschoolers. It is also based on my current role as the University of Wisconsin administrator who founded both the child care center and a reentry program for students, and it is based on years of legislative advocacy in Wisconsin, including chairing the Wisconsin Women's Council, which considers child care a top issue.

When I was 23, I found myself alone with two children, with no college degree and no child support. People who hear my story sometimes give me too much credit. I won't pretend it was a snap. For 2 years we got by on less than a shoestring. But my kids had access to a good child care center, which was what made the difference for us all.

My written testimony touches many aspects of the ABC bill, but today I am going to stress one point in urging your support; that is, recognize child care as the key component for women making the transition to economic independence. Invest in their future, and in their children's, because it is sound economics.

We know child care is crucial for all American families in a changing society. Your Joint Economic Committee, which has been tracking the baby-boom generation, found that the mothers who were joining the work force at the fastest rate now are from two-parent households, making a change from the past when single or divorced mothers led those statistics. We know that by 1990, when half the work force will be female, we are going to need spaces for 30 million infants and children in child care of some sort.

By 2001, women will be more than 60 percent of the work force. Now, when women last flooded the work force during World War II, the Federal Government became heavily involved in supplying the child care services. The 1942 Lanham Act provided grants to States to care for children of mothers working in wartime industries. But when the war ended, so did the program, and women were sent back home.

After all past wars, veterans who returned seeking a new chance to contribute to the society they helped to defend, found a Nation ready to invest in their education and training. It was a wise investment in human capital, building an underprepared talent pool into a leadership pool whose contributions will be felt for generations. That is the kind of investment ABC will provide for women and children.

As we look toward the future, America's largest underutilized talent pool lies in women, and particularly homefront women veterans, homemakers who accepted society's message, opting for marriage and motherhood instead of educational preparation. There are now legions of women like me, economically responsible but underprepared to support themselves and their children.

Now, there is a poverty which is a passing point on the way to possibility, but there is also a poverty that paralyzes, leaving women dead-tired and drained of hope. Reentry to education, training for self-sufficiency is often what makes the difference, and child care is usually the critical factor.

To be very clear, the lack of affordable child care keeps women and children in poverty. AAUW and the Wisconsin Women's Council learned from painful testimony that lack of child care excludes many eligible women from Job Training Partnership Act benefits. We found dozens of cases like one where a woman had to drop out of JTPA because her child care costs weren't covered.

Testimony in our public meetings has told of case after case of mothers driven back to welfare because they couldn't afford child care. We know that teen mothers who have access to child care are most likely to finish school and are to delay a second child.

Women are now the fastest-growing segment of learners reentering postsecondary education. Two out of three college students over 34 are women. But their biggest problem, oddly, is covering child care costs.

Ten years ago the U.S. Commission on Civil Rights established women's access to education as the best hope to break the poverty cycle. Now business and Government leaders recognize the payoff in early child development programs. Quality child care measurably builds basic skills levels for the children most at risk in our Nation's schools. The business-led committee for economic development supports public investment in programs for low-income children because there are clear cost-benefit advantages.

The House Select Committee on Children, Youth, and Families, as you reminded us, showed that a dollar invested in preschool education offsets $4.75 in reduced costs for special education and welfare.

Research reinforces what common sense tells us. Now we need to translate all we have verified statistically into the will to make it happen, by passing ABC. Postsecondary education and child care can no longer be accepted as luxuries beyond the means of the poor. If we don't build our Nation's talent pool, we will pay the costs of poverty.

Education and child care together become a two-lane highway to break out of the poverty cycle. They offer hope and opportunity as they also build our work force for the future.

Now, AAUW knows that child care is not an individual problem nor a family, community, or State problem. It is a national problem and requires a national solution, the Act for Better Child Care Services. The most important thing that ABC will do is to establish a coherent national policy where there has been a black hole. There has been a patchwork of services which has been discriminating, by default, against the most vulnerable. By stimulating the availability of child care where it is missing, it will also extend knowledge of what already exists, and both are crucial.

Finally, ABC offers a partnership that Americans not only support but they are ready to pay for: 73 percent in a recent Harris poll said they were willing to increase taxes to pay for child care.

So, the American Association of University Women is counting on you to provide congressional leadership to pass ABC, which will finally turn every American family's problem into a national priority. Thank you.

[The prepared statement of Sarah Harder follows:]

American Association of University Women

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TESTIMONY OF
SARAH HARDER, PRESIDENT
AMERICAN ASSOCIATION OF UNIVERSITY WOMEN

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES
COMMITTEE ON EDUCATION AND LABOR
UNITED STATES HOUSE OF REPRESENTATIVES

ON

HR 3660
THE ACT FOR BETTER CHILD CARE SERVICES

FEBRUARY 25, 1988

Mr. Chairman, and members of the Subcommittee:

I am Sarah Harder, President of the 150,000-member American Association of University Women (AAUW). The 107-year-old AAUW promotes equity for women, education and positive social change. I thank the Subcommittee on Human Resources for the opportunity to testify in support of the Act for Better Child Care Services. The bill calls for $2.6 billion in federal investments to help states improve the quality, availability, and affordability of child care.

My testimony is grounded in my own experience of returning to college to finish my degree in the early sixties as a single parent of two pre-schoolers. It is also based on my current role as a University of Wisconsin-Eau Claire administrator who founded both a child care center and a program for re-entry students. It is built on years of legislative advocacy in Wisconsin including chairing the state's Women's Council, which considers child care a top issue.

At age 23, I found myself alone with two children, no college degree, and no child support. People who hear my story give me too much credit. I won't pretend it was a snap. For two years we got by on less than a shoestring. But my kids had access to a good child care center. We were lucky. But I don't think any of us want to leave our children's future up to chance. Talking about child care is talking about the future of our children--this nation's best hope for the future.

My three recommendations are simple. First, we must recognize that the United States has no national child care policy and that without a coherent national policy, the most elaborate patchwork of services will discriminate by default against the most vulnerable. Second, stimulate the availability of child care where it is missing, and extend knowledge of where it already exists. Third, recognize child care as the key component for women making the transition to economic independence, and invest in their futures and their children's because it is sound economics.

The Demographics of Child Care

The United States is in the midst of a child care crisis.

- In Seattle, Washington, licensed day care facilities can accomodate only 8,800 of the 23,000 children needing child care.
- In Washtenaw County, Michigan, the demand for infant care exceeds supply by three to one.
- Of the 137,000 Georgia children who have working mothers, 76,000 are eligible for child care assistance, yet only 8,000 children are served.

In 1987, 52 percent of mothers with children one-year-old or younger were in the labor force, compared with 43 percent in 1982 and 32 percent in 1977. Over half of the 45.6 million children in two-parent families have both parents in the work force, and the majority of mothers in these families work because of economic need. By 2000, 75 percent of all two-parent families will have both parents in the work force.

The Joint Economic Committee of the U.S. Congress, which has been tracking the baby-boom generation, recently found that the mothers joining the work force at the fastest rate are those from two-parent households. This marks a change from the past, when single or divorced mothers led in these statistics.

By 1990, at least half of the work force will be female, and an estimated 30 million infants and children will need child care services. By 2001 women will be more than 60 percent of the labor force.

Problems at Work: Now and in the Future

As the number of children with working parents has grown, there has been little corresponding increase in our society's commitment to quality child care. While the number of employers providing some form of child care assistance rose from 50 in 1970 to 3,000 in 1987, it is the least frequently offered type of employee benefit and is currently offered to just 1 percent of employees.

Even families who are lucky or wealthy enough to obtain some form of child care often are not satisfied with their arrangements. Child care problems hamper their productivity at work. In a Fortune magazine study of 400 parents with children under 12, child care dissatisfaction was cited as the most reliable predictor of absenteeism and unproductive work time. In a study of 5,000 workers at five midwestern corporations, 58 percent of the women and 33 percent of the men with young children felt their child care concerns affected their work adversely. A recent Census Bureau study reported that one in 20 working parents was absent from work during the one month period previous to the study because of child care problems.

But it is children who suffer the most without the valuable experiences and support that quality child care offers. In addition to ensuring that children are safe and healthy, quality preschool and early childhood development programs help children gain the basic skills necessary to become successful students and productive adults. This is especially true for low-income children. Eighteen-year-olds who have the weakest basic skills (in the lowest fifth of the population) are four to seven times more likely to be jobless and out of school in later years than those with above average basic skills.

As the population of the country ages, the percentage of children and young adults shrinks. This decline, which is expected to continue into the next century, will result in a smaller proportion of Americans entering the work force. Our country will depend more and more on the skills of each young worker.

But of today's children--the children who will grow up and be our future work force:

- one in four is poor;
- one in three is a child of color, and, of these, 40 percent are poor;
- one in five is at risk of becoming a teen parent; and
- one in seven is at risk of dropping out of school.

Child Care is Good Business

Business and government leaders have begun to recognize that early childhood development programs help get all children off to a good start, and can be an economical way to help low-income youngsters overcome early disadvantages. The Research and Policy Committee of the business-led Commitee for Economic Development firmly supports public investment in such programs for low-income children, and finds that the benefits far outweigh the costs. According to a staff report of the House Select Committee on Children, Youth and Families, $1 invested in preschool education brings $4.75 in reduced special education and welfare costs, and higher worker productivity.

Evidence shows that child care is key to parents' ability to work. A recent survey of 101 low-income mothers found that more than half of the non-working mothers surveyed and 57 percent of those recently unemployed were not working because of problems finding child care. Almost 35 percent of women who are working at or looking for part-time jobs said they would work longer hours if child care were available.

An overwhelming majority of Americans want employer-sponsored child care programs, regardless of whether they have preschool children or are currently employed, according to a 1987 Ms. magazine survey. Seventy-three percent of adults said the child care accomodations some companies offer are enhancements to everyday work life. Eighty-four percent favor employers offering flexible work hours, and 80 percent want employers to offer child care referral services. Among the 21 percent of the parents with a child under six, 45 percent said they would consider changing jobs or returning to work if they knew of a company that provided flexible work hours. On-site child care and subsidized child care would encourage 39 percent and 34 percent, respectively, to change jobs or return to work.

In contrast, only 2 percent of public and private workplaces with 10 or more employees sponsored day-care centers for their workers' children, according to a 1988 survey by the Bureau of Labor Statistics. Another 3 percent provided some financial assistance to employees for day care but did not sponsor centers. Government agencies did slightly better, with 9 percent sponsoring centers.

Unfortunately, the business community has been reluctant to admit to the fiscal benefits of child care. Consider the reaction of one senior executive who responded to a recent Industry Week survey of reader attitudes toward company-sponsored child care: "They made 'em," he said of his employees and their offspring, "let them raise 'em." Nearly 70 percent of the 500 survey respondents agreed that day care is of only marginal concern to their companies' management.

Sandra Burud, a child care planning and management expert, spent three years studying more than 400 corporate child care assistance programs. Burud found that 95 percent of corporate personnel directors surveyed said the benefits of such programs far outweigh the costs. Ninety percent said child care programs improved employee morale, 85 percent cited improved recruitment, 65 percent said lower employee turnover was a result, and 53 percent said there was less absenteeism.

Child Care for Economic Independence

Child care may be good for business, but it's even more important for women making the transition to economic independence. We must invest in their future and their children's. Lack of child care prevents many parents from working even part-time. In a 1986 survey of welfare participants by the National Social Science and Law Center, nearly two-thirds cited child care problems as the primary problem they faced when looking for and keeping jobs. Seventy-six percent gave up job-hunting because of child care difficulties.

Dependable child care enables unemployed parents to work, and working parents to work longer hours. As family income increases, families move from welfare to self-sufficiency. Public investment in child care is cost-effective. Investing in the futures of women in transition by investing in child care is in our nation's best interest.

Lack of affordable care keeps women and children in poverty. AAUW and the Wisconsin Women's Council learned from painful testimony that lack of child care excludes many eligible women from Job Training Partnership Act (JTPA) benefits. We found dozens of cases like the one in which a woman was forced to drop out of the JTPA training because the Service Delivery Area would not pay the $20 per week difference between her county child care subsidy and the cost of caring for her two children in the only licensed center in town. Testimony in Council public meetings told of case after case of mothers driven back to welfare because they could not afford child care.

A Bridge to Education

Predictably, women hoping to go to school face these same barriers. For women who seek to better provide for their families by advancing their education, child care remains a major problem. In addition, education is still seen by many as a frivolity which poor women can not afford.

Accessible, affordable child care is crucial to helping re-entry students complete their education. Today, over half of the 12.4 million college students in the United States are women. They make up one-half of the undergraduates, one-half of graduate students, and almost one-third of doctoral candidates. Women are the largest and fastest growing segment of adult learners re-entering higher education. Two out of three college students over age 34 are women.

Because women usually bear child care responsibilities, they are more likely than men to postpone or interrupt their educations because of lack of funds or inadequate arrangements for child care. Because of women's lower incomes and high child care expenses, their financial resources are fewer and their costs greater than men's. The biggest problem for women re-entering college is covering their child care costs. Older women students report that child care is vital to both their education and employment. In a 1976 survey, two-thirds of the women students at an urban university who had re-entered college reported that they had children at home, and a University of Michigan study conducted in the late 1970's reported that one-fifth of its women students would seek more education or employment if child care were available.

These dependent care needs of re-entry and other women students are not only ignored, but exacerbated, by current policies. Current federal student aid regulations allow campus student aid officers to ignore child care costs when calculating student need. Few campuses provide day care centers, pre-schools or nursery schools, and those that do often rely on non-university funds for most of their budget. Even when programs exist and federal policies do not interfere with the availability of child care for re-entry women, their part-time status often makes them ineligible for aid to pay for the care.

The Act for Better Child Care Services responds to the needs of women making the transition to economic independence. It will help them find and afford the quality child care they need to build their children's future--this nation's future. Mothers enrolled in training programs, returning to school, and looking for work deserve our help. They need safe and affordable child care.

Child Care: On Legislative Hold

When women flooded into the work force during World War II, the federal government became heavily involved in supplying child care services. In the Lanham Act of 1942, Congress provided grants to states to provide care for children of mothers working in wartime industries. When the war ended, so did the program.

The only comprehensive child care legislation passed by Congress since was vetoed by President Richard Nixon in 1971. Nixon claimed the bill was too expensive and would destroy the American family and lead to the "Sovietization" of child-rearing in this country. Ever since, bills introduced to create a comprehensive child care program have not reached the floor of either chamber.

Now, for the first time in 16 years, Congress is considering this major comprehensive child care bill--the Act for Better Child Care Services. A broad-based national coalition--the Alliance for Better Child Care--is backing the bill. More than 115 national organizations, including child advocacy, civic, trade union, educational, religious, and women's groups have joined the alliance. AAUW was a founding member of the alliance.

The bill would make the federal government an active partner with states and parents in solving the child care crisis. It calls for $2.6 billion in federal investments to help states improve the quality, availability, and affordability of child care. The bill will make funds available as follows:

- 75 percent of each state's allocation will be designated to help low- and moderate-income families pay for child care. Families with incomes of up to 115 percent of the state median will be eligible for help on a sliding-fee basis.
- 15 percent will support a range of measures designed to increase the overall supply of child care, to help families find child care by funding resource and referral programs, and to bolster the quality of child care.
- 10 percent may be used for state administrative costs.

The bill also counters the trend toward a two-tier system that favors the children of well-off families by requiring that providers receiving funds under the bill be reimbursed at the market rate. Currently, providers are often unwilling to serve children who receive state funds because they receive more money for children whose care is privately financed. The bill also requires states to develop plans to raise the shamefully low wages currently paid to most child care workers, who make less per hour than animal caretakers, bartenders, and parking-lot attendants.

I recommend that portions of the bill addressing staff-child ratios and staff qualifications be strengthened. It is important to reward states that have continued to improve their standards in these areas. Also, we must take steps to ensure that the states which have even higher standards than the national bill are encouraged to maintain those standards.

At last, the American people have realized that the federal government must take quick and substantial steps to address this crisis by making a substantial investment in this nation's future and beginning to build a national child care structure. The majority of the American people now support more public investment in child care, according to a variety of public opinion polls. Seventy-three percent of the respondents of a recent Louis Harris and Associates poll would be willing to increase their taxes to pay for child care.

Child Care Complements Family Leave

Because AAUW is working hard for the passage of the Family and Medical Leave Act, HR 925, it is important for me to stress that the Family and Medical Leave Act complements the Act for Better Child Care Services. The United States, unlike virtually all other Western industrialized nations, does not have a parental leave policy which guarantees job security when parents return to work after childbirth. In 1986 half the mothers of children age one and younger were in the labor force, yet fewer than 40 percent of working women were covered by temporary disability plans. Mothers who were covered had plans averaging only five to eight weeks of maternity benefits.

These early months are crucial to an infant's healthy development. Child development experts recommend that a parent stay home with the infant for several months to develop a strong parent-infant bond. The Family and Medical Leave Act, HR 925, would provide parents with job security and continued health insurance during the key early months after birth. Although it does not provide a guarantee of wage replacement, it does represent a first step in assuring that parents are able to choose to stay home after childbirth. However, most parents will eventually have to return to the work force. The Act for Better Child Care Services would give these parents expanded, improved, and affordable child care options.

Mr. **Kildee**. Thank you. Thank you very much.

Ms. Reisman.

Ms. **Reisman**. Thank you. I am Barbara Reisman, director of the Child Care Action Campaign, which is an organization bringing together leaders from Government and industry, from national organizations and universities, from labor, the media, women's groups, religious and community organizations, with nationally recognized child care experts. I welcome the opportunity to testify in support of H.R. 3660, and I would like to thank the committee for its concern about what we believe to be the number one problem facing America's families.

I would like to focus my oral testimony on the question of why the Federal Government should be involved in providing resources for child care. Despite more than a decade of evidence that mothers are in the work force to stay, that adequate child care enables families to achieve economic self-sufficiency, that quality early childhood programs enhance a child's capacity to learn, and that parents' concerns about child care affect their productivity, we still have no national child care policy.

The Child Care Action Campaign is working to increase the involvement of all of the stakeholders in the child care system, and we count them to be parents, employers, community organizations, and State, local, and Federal Governments. But we do believe that those sectors that are beneficiaries of the system should pay some of the costs, and we think that it is quite clear that there is a national interest and a national benefit to having an adequate child care system.

The other thing that we think is very important is that we now paying a price for the fragmentation and chaos that is really the system that we have now, and in order to be able to use the resources we have most efficiently and effectively, we need to have some coordination and leadership from the Federal Government.

We have focused much of our educational advocacy efforts on the State level because we believe that solutions to the child care crisis must be attuned to State and local differences. But to expect States by themselves to solve the child care crisis will put the fate of our Nation's children and families at the mercy of economic developments within each State.

I am sure that you have already heard that States are now serving fewer children in child care than they were seven years, and eligibility for child care assistance varies from State to State, although the need for child care does not vary from State to State. Even those States which have allocated increased State funds for child care cannot serve all the children who are eligible.

If we look at employers as one of the sources for support, we know that of the 6 million employers in the United States, some 3,300 provide some form of support, and that most often takes the form of information or flexible benefit programs. But we also know that even those employers who want to provide support for their employees are asking for an infrastructure that would enable them to do so.

I would like just to give you one example. There is a drug company in New York State and surrounding areas called Phase Drug Companies. It employs 5,000 people in 170 locations in four States.

They instituted a voucher program for 500 of their employees in the vicinity of Syracuse, New York. The company pays $15 per week per child to participating families. The program is administered by the county resource and referral agency. The company would like to expand the program to other areas of its own operations, but it is hindered by the lack of information and referral services, and by the lack of available resources for it to expand that program.

Parents are now paying the bulk of the child care bill on their own. But even those who can afford to pay the full cost of care have difficulty making adequate arrangements. The average family has more than one child care arrangement for each child, and we know that the greater the number of arrangements, the more likely that one or the other is to fall through, and when child care arrangements fall through and parents have to stay home from work, there is an economic cost to that.

We also know that parents of infants have a particularly difficult time finding quality care, and that is why we think it is so important that the bill reserves funding to improve the system and expand the supply of child care all across the country.

In 1981, when the Bureau of Labor Statistics last published its family budget analyses, 24 percent of all working families had incomes below the lower family budget threshold. At that threshold, 90 percent of the budget went for food, housing, transportation, clothing, medical care, and taxes. The remaining 10 percent was hardly enough to pay for adequate child care.

Although the BLS no longer produces these budget figures, we do know that the average earnings of working families have dropped during the last decade. Since many of these families have to purchase care, we can also assume that they are trading off some other family necessity to pay for it, that they are buying care that is of poor or even dangerous quality or that they are leaving their children to care for themselves. We think that that is a situation that we cannot allow to continue.

The demographic and economic data make a compelling case, as far as we are concerned, for investing the resources necessary to expand the supply of adequate, affordable child care. But I think it is also important to recognize that the current system of delivery is in crisis, and that crisis is caused by the abysmally low wages that child care providers earn. Child care providers are leaving their jobs much faster than they can be replaced. Turnover among providers in day care centers is 42 percent annually. For family day care providers, who provide most of the infant care, it is 60 percent.

This turnover rate alone has a singular impact on children, since training and consistency of care are major determinants of quality. The average child care provider has 14 years of education, is female, and earns a median wage in a center of $4.50 an hour. Child care workers in private households have a median income of $91 a week. Two out of every three child care providers receive no health benefits.

It will be difficult to expand the supply of child care without addressing the issue of salaries for family day care providers and center-based employees. Programs all across the country are already having difficulty finding staff to fill the jobs available. In New York City, 43 percent of the head teachers in the publicly funded system do not meet the qualifications for the job. The system simply cannot attract teachers with the required training and experience at the wages that are paid.

The Act for Better Child Care would require States to develop a plan to ensure that programs assisted by the act pay adequate salaries to employees and that other compensation was also adequate to keep child care providers in the system.

I would also like to point out that the Act for Better Child Care does enable the funds to be used to support family day care, which is a very important piece of the child care delivery system, and that it is able to do that through certificates or vouchers.

We believe that it is in the Federal Government's interest in partnership with the States to promote two goals: full employment for parents and the sound development of our future generations. The Act for Better Child Care is an important step in this direction, and we hope that the committee will act favorably on it.

[The prepared statement of Barbara J. Reisman follows:]

STATEMENT OF BARBARA J. REISMAN
EXECUTIVE DIRECTOR

CHILD CARE ACTION CAMPAIGN

BEFORE THE U.S. HOUSE OF REPRESENTATIVES
COMMITTEE ON EDUCATION AND LABOR
SUBCOMMITTEE ON HUMAN RESOURCES

FEBRUARY 25, 1988

Child Care Action Campaign
99 Hudson Street
New York, New York 10013
212-334-9595

I am Barbara Reisman, Executive Director of the Child Care Action Campaign. The Child Care Action Campaign (CCAC) brings together leaders from government and industry, from national organizations and universities, from labor, the media, women's groups, religious and community organizations with nationally recognized child care experts. Our goal is to put in place a coordinated system of child care delivery for the children of working families all across the United States.

We welcome the opportunity to testify in support of the Act for Better Child Care, and I would like to thank the Committee for its concern about what we believe to be the number one problem facing America's families.

Our public and private institutions have been slow to catch up with the demographic changes that have occurred during the past decade and which represent permanent changes in family structure and family life. A majority of families with children under the age of six now need some form of supplemental care for their children. Parents at all income levels report difficulty finding child care that meets their children's needs and that allows them to work without being distracted by concerns about the quality of the care.

Fertility rates have declined, but more women are having babies now, and a majority of these women are back at work before their babies' first birthday. The future of our economy depends on our ability to attract women into the labor force in even greater numbers; two out of every three new jobs that will be created between now and 1995 will need to be filled by women, a woman who is likely to become a mother at some point during her working life.

Yet, despite more than a decade of evidence that mothers are in the workforce to stay, that adequate child care enables families to achieve economic self-sufficiency, that quality early childhood programs enhance a child's capacity to learn, and that parents' concerns about child care affect their productivity, we still have no national child care policy.

The Child Care Action Campaign is working to increase the involvement of all of the stakeholders in the child care system: parents, employers, community organizations, and state, local and the federal governments. We provide information about programs that work, produce educational materials for parents and providers, and support state efforts to plan for expansion of resources to child care. We have been active participants in the efforts of the Alliance for Better Child Care. Our Board of Directors has established several criteria that any child care legislation must meet in order to gain our endorsement. The Act for Better Child Care meets all of these criteria:

Child care should be available and affordable to all parents who want it;

A wide variety of child care programs should be available to meet the needs and preferences of children and their families;

Attention must be paid to scheduling which meets the needs of working parents;

Adequate licensing requirements should be in place to ensure the health, safety and well-being of children;

Information and referral systems should be established in local communities to help families find care, to provide support to their community's child care system and to expand the supply of child care;

Parents should have the right to a job guaranteed parental leave with at least partial wage replacement; and

Federal, state, and local funding is necessary to ensure affordability, and to help improve the quality of child care.

The Child Care Action Campaign has focused much of its educational and advocacy efforts on the state level; solutions to the child care crisis must, of necessity, be attuned to state and local differences. But to expect states, by themselves, to solve the child care crisis will put the fate of our nation's children and families at the mercy of economic developments within each state.

Many states are now serving fewer children in child care than they were seven years ago. Eligibility for child care assistance varies from state to state. Even those states which have allocated increased state funds for child care cannot serve all of the children who are eligible. California can serve fewer than ten percent of the 1.1 million children who are eligible for its program. In Wisconsin, more than 3,500 children are on waiting lists for child care assistance. And in Florida, where Maurice and Anthony Grant were burned to death in a clothes dryer on a day when their mothers' child care arrangement fell through, there are now close to 30,000 children on waiting lists for subsidized care.

Employers are beginning to recognize that they are paying a price for their employees' concerns about child care arrangements. In a 1987 survey for Fortune Magazine, 38 percent of the men and 59 percent of the women said they missed at least one day of work in the prior three months due to family obligations.

Of the six million employers in the United States, approximately 3,300 provide some form of support for their employees' child care needs, mostly by providing information about available child care resources. Both employers who are already providing support and those who would like to institute some form of benefit report that the lack of a coordinated system of delivery hampers them. Fay's Drug Co., which employs 5,000 people in 170 locations in four states, instituted a voucher program for 500 of its employees in the vicinity of Syracuse, New York. The company pays $15 per week per child to participating families. The program is administered by the county resource and referral agency. The company would like to expand the program to other areas of operation, but is hindered by the lack of information and referral services.

Parents are now paying the bulk of the child care bill on their own. But even those who can afford to pay the full cost of care, have difficulty making adequate arrangements. The average family has more than one child care arrangement for each child. But the greater the number of arrangements, the more likely one or the other is to fall through.

Parents of infants have a particularly difficult time finding quality care. Even those parents who can pay the full price for quality infant care have extraordinary difficulty finding a reliable arrangement. Child development experts agree that these are the years most critical to a child's development. Fifteen percent of the Act for Better Child Care's funding must be used to expand the supply and improve the quality of child care. This will ensure greater access to care for all families.

In 1981, when the Bureau of Labor Statistics (BLS) last published its family budget analyses, 24% of all working families had incomes below the lower family budget threshold. Ninety percent of this budget went for food, housing, transportation, clothing, medical care and taxes. The remaining ten percent was hardly enough to pay for adequate child care, even if all of it could be used for that purpose. Although the BLS no longer produces these budget figures, we do know that the average earnings of working families have dropped during the last decade. Since many of these families have to purchase care, we can also assume that they are trading off some other family necessity to pay for it, that they are buying care that is of poor, or even dangerous, quality or that they are leaving their children to care for themselves.

The demographic data make a compelling case for investing the resources necessary to expand the supply of adequate, affordable child care. At the same time, the current system of delivery is in crisis. Child care providers are leaving their jobs much faster than they can be replaced. Turnover among providers in day care centers is 42% annually; for family day care providers, who provide most of the infant care, it is 60%. This turnover rate alone has a singular impact on children since training and consistency of care are major determinants of quality.

The average child care provider has fourteen years of education, is female, and earns a median wage of $4.55 per hour. Child care workers in private households have a median income of $91 per week. Two out of every three child care providers receive no health benefits. It will be difficult to expand the supply of child care without addressing the issue of salaries for family day care providers and center employees; programs all across the country are already having difficulty finding staff to fill the jobs available. In New York City, forty-three percent of the head teachers in the publicly-funded system do not meet the qualifications for the job; the system simply cannot attract teachers with the required training and experience.

The Act for Better Child Care would require states to develop a plan to ensure that programs assisted by the Act encourage adequate salaries and other compensation for full and part-time staff.

We believe that it is in the Federal government's interest, in partnership with the states, to promote two goals: full employment for parents, and the sound development of our future generations. The Act for Better Child Care is an important step in this direction.

Mr. **Kildee**. Thank you, Ms. Reisman.

Mr. Goodkind.

Mr. **Goodkind**. Thank you, Chairman Kildee, and members of the staff of the subcommittee. My name is Bob Goodkind, and I am chair of the American Jewish Committee's family policy task force. I am pleased to appear before you today to express the American Jewish Committee's support for the ABC bill.

In testifying before you, the American Jewish Committee, this country's pioneer human relations organization, founded in 1906, helps to clarify opinions and prescriptions for action in an area of major national importance. Child care is central to any discussion of family-enhancing measures. We believe that such a discussion can benefit from the rich resources of the Jewish tradition.

The AJC's family policy task force report is presently being released. It is entitled "Parents and Children," and it speaks directly to the issue of child care. "Parents and Children" is based on an 18-month study conducted with the help of family experts throughout the country. Our goal was to establish criteria to guide legislative and public education initiatives that would improve the quality and stability of American family life. Today, most of us agree that all sectors of our society must support an enhanced family life in this country.

However, consensus rapidly breaks down as we look at ways in which to translate our concerns into programs and answer questions like the following: What is the responsibility of the family itself in dealing with its challenges? What is the relationship between the family and other important institutions? What are the best ways to support the ethnic and cultural diversity of families and promote their well-being?

I hope the conclusions that the American Jewish Committee's family policy task force has drawn will help us answer these questions, suggest ways we may generate a consensus on how to support and enhance family life, and clarify the reasons behind AJC's strong support for the ABC bill.

The American Jewish Committee is committed to promoting policies like child care that are built upon the following principles that our family policy task force report elaborates:

First, parents have the primary responsibility for raising, nurturing, educating, and socializing their children as well as providing for the economic well-being of the family;

Second, given the difficult challenges that accompany parenting in general and the balancing of economic and family roles in particular, it is imperative to find ways to assist parents in attempts to manage their various responsibilities;

Third, the responsibility for safeguarding and strengthening the family ought to be shared by all major social institutions. Extended families, schools, synagogues and churches, communal agencies and institutions, corporations and businesses, and Government agencies all have specific roles to play in support of the family;

Last, extra-familial institutions affect the family in a variety of ways. These institutions should facilitate rather than replace parental responsibility. In such a partnership, there is no necessary dichotomy between public involvement and individual responsibility. Rather, public policy should enhance the fulfillment of parental and family functions.

Jewish tradition has much to contribute to the national debate on the family. Our tradition offers us insights into family dynamics and the relationship between personal self-reliance and collective responsibility and reveals a useful perspective on family policies in general and child care in particular. Jewish values lead us to welcome steps that affirm: the centrality of the family and the high priority we place upon children; the responsibility that parents have to see to it that children's fundamental rights, including physical safety, nurturance, and education, are protected, and if parents are unable to fulfill these responsibilities, the responsibility that the community has to see to it that the children's rights are protected; the value we place on work as an enhancement of human dignity, and finally, the interrelatedness of the family and community, with the community expected to create structures that encourage family formation and strengthen the family as a social system.

To a large extent, ABC's provisions mirror the recommendations in our report. The American Jewish Committee suggests a broad range of responses that recognizes the divergent needs of families, parental responsibility, and the importance of maximizing parental choice. The end product of these recommendations is high-quality child care programs that are available to all families in our society and which exhibit characteristics as: low provider turnover rates, a high staff-to-child ratio, strengthened health and safety standards, and parental involvement.

Some controversy surrounding the ABC bill results from provisions that address church-State separation. The American Jewish Committee, as introduced, including appropriate language to safeguard church-State separation, but is well aware of the serious concerns that have been raised by some groups. Along with other organizations, we are working to find a solution.

The ABC bill contains initiatives that are either lacking or insufficiently drawn in other child care efforts that, while well-intentioned, do not meet the needs of a system in crisis. Child care is an issue that cuts across class, race, geography, and gender. The sheer passage of ABC would signify something of great importance: a consensus about the need for a real national involvement in the provision of child care.

Let me end by saying that the Act for Better Child Care merits our support because: first, it signals Federal support for and recognition of the need to develop an infrastructure through which to provide more and better child care;

Second, it encourages program diversity by subsidizing both public and private care providers and increasing the kinds of programs such as family day care, day care centers, or employer-supported care in which parents can enroll their children;

Third, it mandates accountability by ensuring that child care providers meet minimal standards which would safeguard the well-being of our children;

Fourth, it encourages parental involvement and choice by increasing parental access and helping parents choose from a larger supply of better-trained care providers that must provide written policies and program goals;

Fifth, it provides for State flexibility by allowing States to designate a lead agency and develop a State plan and advisory committees;

Sixth, it recognizes the importance of quality care by mandating quality standards, funding training initiatives for providers, and helping to professionalize the occupation of caring for children in order to decrease high turnover rates;

Last, it increases access by enlarging the number of caregivers and providing parents with information with which to choose a provider.

Federal recognition, diversity, accountability, parental involvement, more access, flexibility, and quality assurance are the major building blocks of the ABC bill and constitute the reason for the American Jewish Committee's support thereof. We look forward to working with you in the process of bringing this bill to fruition, and we wish you the best of luck for all of us. Thank you very much.

[The prepared statement of E. Robert Goodkind follows:]

TESTIMONY ON THE ACT FOR BETTER CHILD CARE (HR, 3660)

BY

E. ROBERT GOODKIND
THE AMERICAN JEWISH COMMITTEE

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

COMMITTEE ON EDUCATION AND LABOR

WASHINGTON, D.C.

FEBRUARY 25, 1988

Chairman Kildee and members of the Subcommittee, I am pleased to appear before you today to express the American Jewish Committee's support for the Act for Better Child Care Services, commonly known as the ABC bill. In testifying before you, The American Jewish Committee, this country's pioneer human relations organization founded in 1906, hopes to help clarify opinions and prescriptions for action in an area of major national importance. Child care is a central component to any discussion of family-enhancing measures. We believe that such a discussion can benefit from the rich resources of the Jewish tradition.

I am very pleased to be here today because of my role as a member of AJC's Board of Governors and Chair of its Family Policy Task Force. The Task Force shortly will release its report, Parents and Children, that speaks directly to the issue of child care. Parents and Children is based on an eighteen month study conducted with the help of family experts throughout the country. Our goal was to establish criteria to guide legislative and public education initiatives that would improve the quality and stability of American family life. The Task Force's conclusions inform much of my testimony, as they did a recent conference AJC sponsored in Washington on child care and parental leave, the latter being a complementary initiative AJC also actively supports.

Today, most of us agree that all sectors of our society must support and enhance family life in this country. However, consensus rapidly breaks down as we look at ways in which to translate our concerns into programs and answer questions like the following: What is the responsibility of the family itself in dealing with its challenges? What is the relationship between the family and other important institutions, such as government -- at all levels -- synagogues and churches, schools, communal agencies and corporations? What are the best ways to support the ethnic and cultural diversity of families and promote their well-being?

I must pause for a moment and emphasize the importance of maximizing choices for parents. AJC supports a broad range of responses to work/family issues. We believe that the availability of multiple alternatives and options will facilitate individual choice in selecting suitable arrangements that best serve the unique needs of different families. While the federal government must play a leading role in the provision of child care, only a diverse system, encompassing public, private, not-for-profit and voluntary initiatives, working in partnership with each other, will meet the needs of our heterogeneous population.

I hope the conclusions the Family Policy Task Force has drawn, and which I will review shortly, will help us answer the questions referred to above, suggest ways we may generate a consensus on how to support and enhance family life, and clarify the reasons behind AJC's strong support for the Act for Better Child Care.

I do not need to review here some of the important changes that have occurred in the last decades that emphasize the need to target issues such as child care. Previous testimony has eloquently documented the impact on our families, our communities and the nation of the increased numbers of working mothers, single-parent households and unmarried and unemployed teenagers with children. These trends, along with challenges to our economy, changes in the structure of our labor force, and geographic mobility, which separates family members from one another, have all led to a crisis in the way we care for our children. Nor do I need discuss, as others before me so poignantly have noted, both the statistics and the painful anecdotes behind them that force us to conclude that the way we currently care for our children is inadequate. I also need not dwell on the fact, because others have done so, that high quality child care allows parents to become productive workers, and provides children with the foundation to succeed in school and to themselves become productive adults and participants in the labor force.

We must respond to the challenges posed by changing social and economic forces. Political conditions also have changed the lens through which we view child care. Many people now are voicing their view that family and children's issues are both public and private concerns, and that extra-familial solutions must be developed to help us care for our children. In a recent Harris poll, 73% of respondents were willing to increase their taxes to pay for child care, while almost 60% in an ABC News/Washington Post Poll said that government should have a larger role in child care. Clearly, the support for an increase in the federal government's role in the provision of child care is an issue that cuts across class, race, geography and gender. The sheer passage of the Act for Better Childcare would signify something of great importance: A consensus about the need for national involvement in the provision of child care.

Today's child care system, if the patchwork that now exists can be labeled a system, is an inadequate and fragmented response, both programmatically and fiscally, to a problem that we now face. What we need is a well thought out, coordinated plan that, for the first time, would put into place an infrastructure upon which diverse child care initiatives can be built. AJC submits that the ABC bill offers us such a plan. It is an initial step in addressing the multiplicity of issues that impact on parents' ability to manage their family and work responsibilities.

The American Jewish Committee is committed to promoting policies, like child care, that impact positively on parents and children, and which are built upon the following principles that our Family Policy Task Force report elaborates:

- Parents have the primary responsibility for raising, nurturing, educating, and socializing their children, as well as providing for the economic well-being of the family.
- Given the difficult challenges that accompany parenting in general and the balancing of economic and family roles in particular, it is imperative to find ways to assist parents in their attempts to manage their various responsibilities.
- The responsibility for safeguarding and strengthening the family ought to be shared by all major social institutions. Extended families, schools, synagogues and churches, communal agencies and institutions, corporations and businesses, and government agencies all have specific roles to play in support of the family.
- Extra-familial institutions affect the family in a variety of ways. These institutions should facilitate, rather than replace, parental responsibility. In such a partnership, there is no necessary dichotomy between public involvement and individual responsibility. Rather, public policy should enhance the fulfillment of parental and family functions.

Jewish tradition has much to contribute to the national debate on the family. Our tradition offers us insights into family dynamics and the relationship between personal self-reliance and collective responsibility. Anticipating many of the issues and problems that we confront today, Jewish tradition reveals a useful perspective on current family policy issues in general and child care in particular.

Jewish values lead us to welcome steps that affirm: the centrality of the family and the high priority we place on children; the responsibility that parents have to see to it that children's fundamental rights, including physical safety, nurturance and education, are protected, and, if parents are unable to fulfill these responsibilities, then the community is expected to see to it that children's rights are protected; the value we place on work as the enhancement of human dignity; and, finally, the interrelatedness of the family and the community, with the community expected to create structures that encourage family formation and strengthen the family as a social system.

These principles and values serve as the yardstick by which AJC measures if a program is supportive of our nation's families.

They also provide a rationale for AJC's support for the ABC legislation. To a large extent, the bill's provisions mirror the recommendations in our report. The Task Force report suggests a broad range of responses that recognizes the divergent needs of families, parental responsibility, and the importance of maximizing parental choice. The end product of these recommendations is high quality child care programs that are available to all families in our society and which exhibit characteristics such as low provider turnover rates, a high staff-child ratio, strengthened health and safety standards, and parental involvement.

Let me mention several provisions of the ABC bill that we find particularly worthy.

- ABC provides new funds to make child care more affordable for low and moderate income families. Contrary to what some have said, the $2.5 billion cost is not excessive. We need these funds to put into place an infrastructure that will serve us well in future years. In fact, this amount would allow us to help less than 10% of the over 10 million children under 13 who currently live in poverty, many of whom need child care or higher quality care.

  While we are acutely aware of current budget constraints, we view the cost of the bill as an investment in the future that is long overdue. Without this investment, we fear that worker productivity will decline, employers will face shortages in their labor force, welfare costs will increase because parents cannot work due to their child care responsibilities, and children will not develop to their full potential.

- ABC increases the availability of quality child care for all families. The bill requires states to establish grants and low interest loan programs to develop and expand child care programs.

- ABC targets child care funds to areas with the greatest need of services. The bill's allocation formula is based on a state's per capita income, the number of children under age 5 living in the state, and the number of children receiving free and reduced price lunches.

- ABC targets child care to those most in need. 75% of a state's allotment is reserved for working families with incomes not exceeding 115% of their state's median income, adjusted for family size. Parents in schools or training programs also would be eligible, on a sliding fee basis, to receive assistance. Other provisions of the bill offer incentives for low income workers to become day care home providers. These families do not have adequate resources to pay for care. A society that encourages independence through work must help citizens achieve this independence.

- ABC promotes parental choice and involvement. The bill's provisions would give parents the flexibility and knowledge to choose their care providers. Funding also is granted to subsidize information and referral services to help parents locate this care. Most importantly, the ABC bill requires unlimited parental access.

- ABC recognizes the important role of states in providing child care. Important provisions of the bills are based on current child care policies and practices. The bill offers states much flexibility, allowing states to designate a lead agency to administer the program, to develop an overall state plan, and to convene an advisory committee. It also reserves 10% of a state's allocation for administrative costs, and gives states five years to meet federal standards.

- ABC coordinates state and local programs and expands the options for low income and handicapped children. ABC requires that states establish interagency committees of all state agencies responsible for and interested in child care so as to minimize duplication of services and resources. The bill also reserves 10% of program funds to allow state and local preschool programs, preschool programs for handicapped children, Head Start programs and preschool programs under Chapter 1 to run both full day and year programs.

- ABC upgrades providers' standard of care. ABC requires that all persons in licensed and regulated child care programs complete a minimum of 15 hours per year of continuing education, and makes available, on the basis of need, scholarships and stipends to help providers meet in-service training requirements. The bill also reserves monies to develop and coordinate training programs for providers. Importantly, the bill ensures adequate salaries and compensation for full and part time child care providers. This measure will help to decrease high turnover rates. The wages of child care workers often are not above poverty.

- ABC develops standards to improve the quality of care. ABC requires states to develop a process to review and strengthen state licensing laws and establishes a national advisory committee to recommend federal standards in key areas such as child-staff ratios and group size, health and safety, caregiver qualifications and parent involvement. Those states which meet federal protections in five years will have their state match reduced from 20 percent to 15 percent. Those who question the need for these standards should remember that we set and ensure standards for many public services and health related jobs. We should do no less for our children.

Some of the recent controversy in the ABC bill results from provisions that address church/state separation. The American Jewish Committee supports the bill as introduced, including appropriate language to safeguard church/state separation, but is well aware of the serious concerns that have been raised by some groups. Along with other organizations, we are working to find a solution. The ABC bill is important to us all.

These then are the major components of this comprehensive bill. Along with provisions others have detailed, they offer us a good beginning from which to confront the child care problems our nation never fully has addressed. In fact, the ABC bill contains initiatives that are either lacking or insufficiently drawn in other child care efforts that, while well-intentioned, do not meet the needs of a system in crisis.

Let me end by saying that the Act for Better Child Care merits our support because it: 1). Signals federal support for and recognition of the need to develop an infrastructure through which to provide more and better quality child care; 2). Encourages program diversity by subsidizing both public and private care providers and increasing the kinds of programs, be it, for instance, family day care, day care centers, or employer supported care, in which parents can enroll their children; 3). Mandates accountability. To receive funding, child care programs must meet minimal standards that ensure the well-being of our children; 4). Encourages parental involvement and choice. Parental access is increased, as parents can choose from a larger supply of better trained care providers who must provide written policies and program goals; 5). Provides for flexibility in state administration. States designate a lead agency, develop a state plan and advisory committees; 6). Recognizes the importance of quality care. Along with standards that mandate quality, the bill funds training initiatives for providers and recognizes the need to professionalize the occupation of caring for children in order to decrease high turnover rates; 7). Increases access by enlarging the number of caregivers and provides parents with information with which to choose a provider.

Federal recognition, diversity, accountability, parental involvement and access, flexibility, and quality assurance, these are the major building blocks of the ABC bill and much of the reason for the American Jewish Committee's support. We hope that 1988 will be the year when our nation takes an important step in support of families and children, the year when Congress passes the Act for Better Child Care. Thank you.

Mr. **Kildee**. I thank you very much, Mr. Goodkind. I appreciate your comments on your willingness to work on this language concerning church and state. I think everyone has shown a lot of goodwill on that, and I know that with all that goodwill and all the intelligence out there, we are going to resolve this problem.

Mr. **Goodkind**. You're welcome.

Mr. **Kildee**. I am confident of that, and I appreciate your comments.

Let me address this question to Ms. Campbell, but anyone may join in on the response here. I am trying to get this really for the record.

I am sure I anticipate your response. But there are some who would argue that the simplest way to address the child care problem would be to expand the dependent care tax credit and make it refundable to low-income families. Would you care to comment on that?

Ms. **Campbell**. Yes. The dependent care credit, as we know and as Mr. Tauke said earlier, is the largest source of Federal assistance right now to child care. In 1985, which is the most recent year for which we have statistics available, we spent about $3.1 billion in Federal money on child and adult dependent care through the credit and served 8.4 million families. That is a lot of people, and that is an important resource for child care.

Roughly half of the taxpayers who claimed the credit in 1984, which is the most recent data we have available for numbers of families, were under $25,000 in income. So, it is also an important source of funding for low- and moderate-income taxpayers.

The problem is two-fold: one, at the very bottom of the income scale, tax reform has eliminated tax liability for most of the families who would benefit from the credit, and although now they can use it to increase their earned income tax refund, by and large they will not get benefit from the credit because they won't have tax liability in the first place and, therefore, can't get any help in meeting their child care costs. So that making it refundable, as some have proposed, is something that we support, and would help these very low-income taxpayers.

The problem, though, with making it refundable as a complete solution to the child care crisis is that, first of all, even for the lowest-income people, they can't afford to pay for child care at a rate that would enable them to get the highest refund, $720 for one child or $1,040 for two. So, they need help in, first of all, meeting the cost of child care in a very direct way such as ABC does.

Secondly, making it refundable doesn't help improve the quality of care. It doesn't improve accessibility. It doesn't help with the supply in any direct way. So, we really need the kind of broad-based infrastructure approach that ABC has, although making the credit refundable is something that we definitely support.

Mr. **Kildee**. Thank you.

Does anyone else care to comment on that?

[No response.]

One of the other witnesses today talked about the waiting list, I think in Florida there is a waiting list of 30,000, which probably doesn't reflect all those in need, just those who are aware and can maybe if they do get picked up, receive some financial assistance.

But the question is what is happening now to those children on these waiting lists.

The May 1987 Census Bureau report provides the only hard data on that, listing 488,000 as "child cares for self"—that is a large number of children caring for self—and 143,010 mothers missing work because of child care arrangement failures.

Now, with that in mind, how does the lack of quality child care affect the productivity of workers from a business point of view? Does anyone care to comment on that?

Ms. **Reisman**. I would like to take a stab at that. We have evidence from a lot of companies that have instituted child care programs or some form of child care benefit—and that can take many forms from onsite child care to resource and referral to voucher programs to helping develop resources within the community—that that child care benefit reduces turnover, reduces absenteeism, lowers recruitment costs, and anecdotally at least—and there is not good data on this and not a lot of controlled studies that have been done but managers report an increase in productivity—there is a documented effect of decrease in productivity at 3 in the afternoon or at the hour that school lets out in whatever community we are talking about when parents of school-age children begin to worry about whether their children are home safe and they wait for a phone call. And companies that are able to address their child care needs do report that productivity increases.

I think we can also look at the absenteeism numbers. Mothers of children under the age of 6 who are in the work force have a higher absenteeism rate than mothers who do not have children under the age of 6. And if you calculate the number of days that are lost, that that increased absenteeism, much of which is due to breakdown in child care arrangements because we know that mothers are often the ones that have to deal with that problem, the cost approaches $3 billion a year from just that increased absenteeism.

We think that that is the kind of number that shows the need for the kind of Federal investment we are talking about, that a lot of that loss can be eliminated with the kind of child care approach that the Act for Better Child Care would address.

Mr. **Kildee**. So that the $2.5 billion compared to the $3 billion lost there, balanced things out.

Mr. **Goodkind**. Mr. Chairman.

Mr. **Kildee**. Yes, Mr. Goodkind?

Mr. **Goodkind**. Mr. Chairman, I think that in addition to looking at the present condition of these children, one should really look at what those children will be like 20 years from now. I would suggest that in the consideration of this bill, that the committee and the Congress really deem the money to be expended on the bill as an investment in the future so as to make sure that in 20 years from now this country will have these, young children now, young adults productive in the work force and helping to allow our country to compete.

There are numerous statistics that would indicate that without this investment, we may not be able to compete economically. I feel that it is a good answer to those who say that $2.5 billion is too much money. It is an investment for the future.

Mr. **Kildee**. Thank you.

Mr. Harder.

Ms. **Harder**. I think I have two answers to your question. One is that some people don't work. That is how they solve the problem of no child care. A recent survey of 101 low-income mothers found that more than half of the nonemployed mothers surveyed and 57 percent of those recently unemployed were not working because of problems finding child care, and almost 35 percent of women who are working at or are looking for part-time jobs said they would work longer hours if child care were available. So, one answer is that they are not employed.

But a second is that even families who are lucky or wealthy enough to obtain some form of child care aren't satisfied with the arrangements and that does affect productivity.

A Fortune magazine study of 400 parents with children under 12 showed that child care dissatisfaction as the most reliable predictor of absenteeism and unproductive work time.

A study of 5,000 workers at five midwestern corporations showed that 58 percent of the women and 33 percent of men with young children felt their child care concerns affected their work adversely.

Finally, a recent Census Bureau study reported that 1 in 20 working parents was absent from work during the 1-month-period previous to the study because of child care problems. So, it is documented. What we know is documented.

Mr. **Kildee**. Would anyone else care to comment?

[No response.]

Mr. **Kildee**. I really have no further questions myself. I want first of all to thank this panel. I thank you for your testimony today and also the work that you have put into getting the bill to Capitol Hill, because seldom does a bill arrive here on Capitol Hill in such good shape as this bill has arrived, and I think that—this is my opinion— what we need to do is just some finetuning and your testimony will help on that, but we don't really need to rebuild the clock. I think we have just a little finetuning here to do.

It is a pleasure to work with a bill that has had the benefit of the expertise of over 100 organizations and countless number of people who have looked at this situation for years and focused all this experience into one bill. I personally appreciate it. This is one of the finest accomplishments, I think, in putting together a bill that will begin to to build the structure necesary for addressing the child care crisis. I think this is evident: we need the structure out there. We don't have a structure out there now, and this will help build it.

Ms. **Harder**. You can't know how excited we are. I have testified four times on child care , and always before it was into a "black hole."

Mr. **Kildee**. Yes. [Laughter.]

Ms. **Harder**. So, to have an actual bill to testify in favor of is marvelous.

Mr. **Kildee**. Very good. Well, I sure appreciate what you have done individually and what you have done collectively.

I will bring to your attention the fact—and her name was mentioned—a very dear friend of mine, Nancy Johnson, is at the end of the rostrum here.

I am introducing you, Nancy.

We also have the written testimony of Mr. John F. White, Jr., secretary of the Pennsylvania Department of Public Welfare, which, without objection, we will place at this point in the hearing record.

[The prepared statement of John F. White, Jr., follows:]

TESTIMONY OF

JOHN F. WHITE, JR.

SECRETARY

PENNSYLVANIA DEPARTMENT OF PUBLIC WELFARE

AND

CHAIRMAN, SOCIAL SERVICES COMMITTEE
NATIONAL COUNCIL OF STATE HUMAN SERVICE ADMINISTRATORS
AN AFFILIATE OF THE AMERICAN PUBLIC WELFARE ASSOCIATION

BEFORE THE

HUMAN RESOURCES SUBCOMMITTEE OF THE
EDUCATION AND LABOR COMMITTEE
U.S. HOUSE OF REPRESENTATIVES

FEBRUARY 24, 1988

AMERICAN PUBLIC WELFARE ASSOCIATION 1125 FIFTEENTH STREET, N.W., WASHINGTON, D.C. 20005

Thank you, Chairman Kildee, for the opportunity to present testimony before the House Human Resources Subcommittee on H.R. 3660, the Act for Better Child Care Services of 1987.

I am John F. White, Jr., Secretary of the Pennsylvania Department of Public Welfare and chairman of the Social Services Committee of the National Council of State Human Service Administrators, an affiliate of the American Public Welfare Association. APWA is a 60 year old membership organization representing state and local human service officials in every state, as well as other administrators and individuals concerned with public human service issues.

My colleagues and I are grateful for your leadership in introducing H.R. 3660 and for your commitment to enacting a bill creating a high quality, affordable, accessible child care system in the United States. From our positions as state cabinet-level human service executives, we see the clash between declining resources and escalating service demands. We are frequently faced with difficult choices between increasing the number of children served in child care programs or increasing the quality for those who have been lucky enough to obtain a "slot" in a day care home or center. H.R. 3660, for the first time in almost two decades, begins to address these problems in a comprehensive way.

STATE HUMAN SERVICE ADMINISTRATORS HAVE BEEN TROUBLED WITH THE STATE OF CHILD CARE SERVICES IN AMERICA TODAY. WE ARE ALL CHARGED WITH THE RESPONSIBILITY FOR THE HEALTH AND WELFARE OF THE CITIZENS OF OUR STATES. WE ARE CALLED ON TO DELIVER AND ADMINISTER SERVICES TO THE MOST VULNERABLE AND NEEDY CITIZENS OF OUR STATES, YET RESOURCES COMMENSURATE TO THE CHALLENGE ARE SORELY LACKING.

THE LACK OF RESOURCES HAS BEEN PARTICULARLY ACUTE IN CHILD CARE PROGRAMS OVER THE PAST DECADE. EVEN AS THE NEED CONTINUES TO GROW (MORE MOTHERS ARE WORKING OUTSIDE THE HOME AND MORE FAMILIES ARE FALLING BELOW THE POVERTY LINE) OUR BUDGETS HAVE SUFFERED SIGNIFICANT RETRENCHMENT AND WHAT REMAINS HAS BEEN SERIOUSLY ERODED BY INFLATION.

WE IN THE STATES HAVE STRUGGLED TO KEEP PACE WITH THE ESCALATION IN THE DEMAND FOR CHILD CARE SERVICES. SOME HAVE KEPT UP BETTER THAN OTHERS. BUT WE HAVE ALL BECOME PAINFULLY AWARE THAT STATE GOVERNMENT, THE PRIVATE AND NOT-FOR-PROFIT SECTORS, ADVOCATES AND FAMILIES CANNOT DO IT ALONE IF THE JOB IS TO BE DONE WELL. THE FEDERAL GOVERNMENT MUST BE A PART OF THE PARTNERSHIP IF WE ARE TO ENSURE ACCESS TO AFFORDABLE, QUALITY, SAFE CARE FOR OUR NATION'S CHILDREN.

THANK YOU, AGAIN, FOR THE OPPORTUNITY TO TESTIFY TODAY. I WOULD LIKE TO DEFER SPECIFIC COMMENTS ABOUT THE BILL TO MY COLLEAGUE FROM DELAWARE, CHARLES HAYWARD.

Mr. Kildee. Thank you very much. We will keep the committee record open for 2 weeks for inclusion of further testimony.

At that, then, we will stand adjourned.

[Whereupon, at 3:26 p.m., the subcommittee was adjourned.]

[Submissions for the record follow:]

TESTIMONY OF KAUANOE KAMANĀ REGARDING HR 3660

Honorable Chairman Dale E. Kildee and members of the United States House Committee on Education and Labor along with its Subcommittee on Human Resources:
Aloha.

My name is Kauanoe Kamanā. I wish to testify regarding HR 3660 and to request that my testimony be enclosed in the hearing record. My specific concern is that HR 3660 include wording that would allow early childhood programs conducted entirely through Hawaiian and other Native American languages to choose staff based on qualifications within the native tradition rather than qualifications imposed by the dominant culture. Attached is a copy of a Hawai'i State law that has just such an effect.

I am a Native Hawaiian mother of a child in a Pūnana Leo Hawaiian language school for preschool-aged children. I am President of the community based 'Aha Pūnana Leo, Inc., which assists Hawaiian communities in the establishment and administration of Pūnana Leo schools, and am also a member of the faculty of the University of Hawai'i at Hilo. My concern that national childcare legislation make provisions for my child's program and others like it is based on past experience with state childcare legislation in Hawai'i.

In the latter half of the nineteenth century, Native Hawaiians had one of the highest literacy rates in the world, a literacy rate developed by schools taught through the Hawaiian language. When Hawai'i was made a territory, use of the Hawaiian language in schools was made illegal. As a consequence of this law, our Hawaiian language was nearly exterminated and the earlier association of Hawaiianess with education was lost. By 1983, there were less than fifty children in the State who spoke Hawaiian fluently and Native Hawaiians had fallen from the most literate of Hawai'i's many ethnic groups to the ethnic group seen as having the most educational problems. That same year, a group of Hawaiian speaking educators established the 'Aha Pūnana Leo, Inc. to initiate community schools that would bring small non-Hawaiian speaking Hawaiian children into an environment not unlike a preschool in which they would be completely surrounded by Hawaiian speaking adults as earlier generations had been.

The Pūnana Leo schools operate yearround, five days a week, ten hours a day. Graduates of the schools have gone on to public school where they have performed at average or above average levels. Their command of what was once a language doomed to extinction has given them and their families a great sense of pride and a positive self image. We have also noticed their improved attitude towards learning Standard English rather than the local

Pidgin English prevalent among Hawaiian children. This attitude is again reminiscent of that of the older generation who were fluent in the formal, educated form of Hawaiian and English. Our accomplishments resulted from the use of our own Hawaiian speaking people following our own methods of childcare and education rather than Western methods. The success of our program, however, has depended on the existence of special legislation passed in 1986.

Until 1986, childcare conducted through the Hawaiian language for and by the Hawaiian community, faced a huge obstacle: the State of Hawai'i required that childcare programs be staffed with individuals with considerable academic training and experience in Western style childcare taught through English. This requirement prevented those with the best traditional Hawaiian qualifications from running Pūnana Leo schools. Because those with Western qualifications found it nearly impossible to obtain true fluency in Hawaiian and practical ability in traditional Hawaiian culture, the older State laws effectively ruled out childcare through the indigenous Hawaiian language and culture. Wanting to work as a people to save our language and culture from extinction, we parents turned to the State legislature for assistance.

Although some Western-style early education professionals opposed our parent group, other professionals and our legislators supported a special exemption on staffing qualifications for programs conducted entirely in Hawaiian. Their decision to support us was greatly influenced by recent studies that have shown that forced Westernization of the Hawaiian people has had an extremely negative impact on our educational achievement, social status and even health. Another important influence has been the move throughout the country to grant Native Americans, including Native Hawaiians, more control over their lives as reflected by President Reagan's policy on Native American Self Determination, issued on January 23, 1983. Most important however was the clear evidence that without a special provision of this sort our program would die and with it the Hawaiian language.

I urge your committee to consider the possibility that federal childcare legislation, if improperly worded, could eliminate our program and with it our language whose great value is expressed in our ancestral saying: I ka 'ōlelo nō ke ola; I ka 'ōlelo nō ka make. "With language rests life and with language rests death."

Mahalo no ka ho'olohe 'ana mai. (Thank you for hearing me.)

has terminated. No business may become a qualified business after the date of zone termination. The county governing body may amend its application with the approval of the department; provided the county governing body proposes an incentive equal to or superior to the unamended application."

SECTION 2. This Act shall take effect upon its approval.

(Approved April 22, 1986.)

ACT 79

S.B. NO. 2126-86

A Bill for an Act Relating to Education.

Be It Enacted by the Legislature of the State of Hawaii:

SECTION 1. Section 346-152, Hawaii Revised Statutes, is amended to read as follows:

"[[ ]§346-152[ ]] **Exclusions; exemptions.** (a) Nothing in this part shall be construed to include:

(1) [An individual] A person caring for [a related child] children related to the caregiver by blood or marriage;

(2) [A neighbor or friend caring for no more than two children, if the person provides care for] A person, group of persons, or facility caring for a child less than three hours a day but not more than two times a week;

(3) A kindergarten, school, or program licensed by another department;

(4) A program which provides exclusively for a specialized training or skill of eligible pupils in public and private schools through age seventeen, including but not limited to programs providing such activities as athletic sports, foreign language, the Hawaiian language, dance, drama, music, or martial arts; and

(5) A multi-service organization or community association duly incorporated under the laws of the State which operates for the purpose of promoting recreation, health, safety, or social group functions for eligible pupils in public and private schools through age seventeen.

(b) Staff members of programs taught solely in Hawaiian which promote fluency in the Hawaiian language shall be exempt from any regulations requiring academic training or certification."

SECTION 2. Statutory material to be repealed is bracketed. New statutory material is underscored.

SECTION 3. This Act shall take effect upon its approval.

(Approved April 22, 1986.)

ACT 80

S.B. NO. 2268-86

A Bill for an Act Relating to Attorneys' Fees.

Be It Enacted by the Legislature of the State of Hawaii:

SECTION 1. The legislature finds that article XI, section 9, of the Constitution of the State of Hawaii has given the public standing to use the

THE CHILDREN'S FOUNDATION
815 Fifteenth Street, N. W., Suite 928 • Washington, D. C. 20005
(202) 347-3300

The Children's Foundation
Kay Hollestelle, Executive Director
Statement for the Record
Hearing, February 25,1988
Subcommittee on Human Resources of the
House Committee on Education and Labor

The Children's Foundation is a nonprofit advocacy organization established in 1969. Our mission is to provide a voice for children and their families on issues of critical concern. Through the years these issues have included: welfare reform, federal food assistance programs for children, adequate health care and housing, the enforcement of court-ordered child support and affordable quality child care. We have been working on the issue of child care since 1975 and since 1977 exclusively with family day care providers. Family day care is where the vast majority of infants and preschoolers are cared for. We estimate that at least two million providers care for almost six million children.

The Act for Better Child Care Services (H.R. 3660) calls attention to the tremendous, but as yet unrecognized, importance of family day care by providing new resources to strengthen it. It addresses such issues as the wide variation in regulations from state to state; the lack of training requirements in many states and the dearth of available resources for training child care providers.

Training for child care providers in general and family day care providers in particular is the vehicle by which ultimately millions of children could be served. H.R. 3660 makes it possible for thousands of providers to receive the training they are seeking in order to provide the kind of child care parents want for their children. Training is the cornerstone to quality child care.

We urge Congress to pass this legislation. This country cannot continue to drift along with absolutely no overall policy regarding the welfare of its youngest citizens.

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